

**REPORT TO THE
BUDGET COMMITTEE
OF THE SAN FRANCISCO BOARD OF SUPERVISORS**

FY 1995-96

ZERO-BASE BUDGET ANALYSIS

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

JUL 27 1995

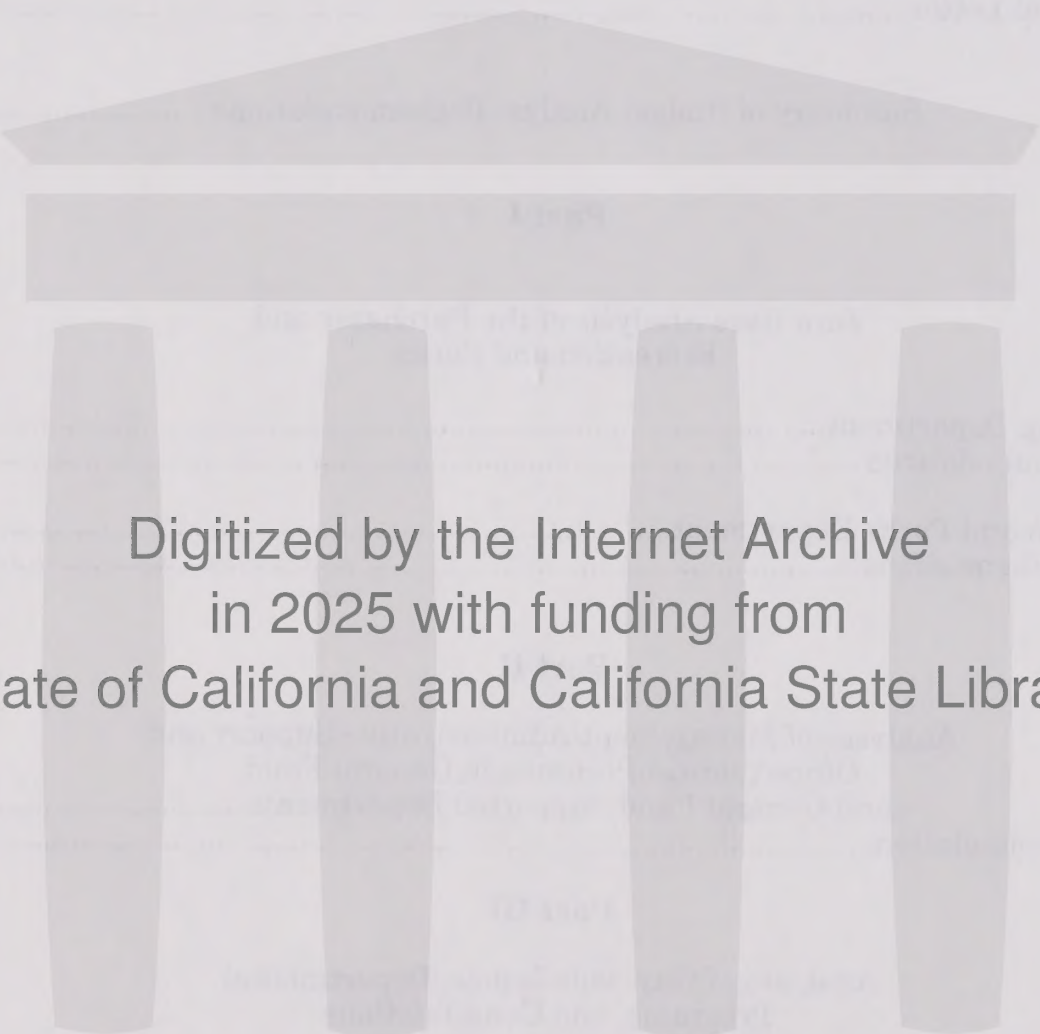
UNIVERSITY OF CALIFORNIA

**BUDGET ANALYST
MAY 1995**

Zero-Base Budget Analysis

Table of Contents

	<u>Page</u>
Transmittal Letter	i
Summary of Budget Analyst Recommendations.....	1
 Part I	
Zero-Base Analysis of the Purchaser and Recreation and Parks	
Purchasing Department.....	4
Recommendations	14
Recreation and Parks Department.....	17
Recommendations	42
 Part II	
Analyses of Management/Administrative Support and Office/Clerical Positions in General Fund and General Fund Supported Departments.....	
Recommendations	53 62
 Part III	
Analyses of City-wide Issues, Departmental Programs, and Consolidations	
City-wide Real Estate.....	64
Recommendations	69
City-wide Automotive Fleet.....	72
Recommendations	81
Court Consolidation.....	82
Recommendations	86



Digitized by the Internet Archive
in 2025 with funding from
State of California and California State Library

<https://archive.org/details/C124914537>

Zero-Base Budget Analysis

Table of Contents

	<u>Page</u>
Information Technology Organization	89
Recommendations	95
Paramedics/Fire Department Consolidation.....	97
Recommendations	104
Police Department: Civilianizing Clerical and Administrative Positions.....	105
Policy Options.....	110
Public Defender: Misdemeanor Unit.....	112
Recommendations	117
Department of Public Works: Overhead Rate Analysis.....	119
Conclusions.....	138
CAO: Consolidation of Administrative Functions	139
Policy Options.....	144
District Attorney: Misdemeanor, Rebooking, and Preliminary Hearing Units.....	145
Recommendations	154

**BOARD OF SUPERVISORS****BUDGET ANALYST**

1390 Market Street, Suite 1025, San Francisco, CA 94102 (415)554-7642

May 22, 1995

Honorable Tom Hsieh, Chair
and Members of the Budget Committee
City and County of San Francisco
Room 235, City Hall
San Francisco, CA 94102

Dear Chair Hsieh, Supervisor Kaufman and Supervisor Bierman:

We are pleased to transmit to you the results of our Zero-Base Budget Analysis for FY 1995-96. Working collaboratively with the Mayor's Office and management and staff of each department and program which we analyzed, we have reviewed FY 1995-96 expenditures and revenues of the Purchasing and the Recreation and Park Departments, performed an analysis of management and administrative support positions in General Fund and General Fund-Supported departments, and performed analyses of various other departmental and City-wide programs.

The Budget Analyst has made a series of recommendations which, upon implementation, would reduce General Fund expenditures by an estimated \$10,306,277 annually including at least \$6,000,000 during FY 1995-96. It should be noted that our recommendations would *not* result in a reduction in the present level of services provided by the City and County.

The Budget Analyst's recommendations include the deletion of administrative and attorney positions, the creation of a new revenue-producing position and certain downward reclassifications. However, the Budget Analyst recommends that all position deletions and reclassifications be implemented only as positions become vacant due to normal attrition within each Department, or by increases in salary savings which can be absorbed in the departments' existing budgets. In this manner, the Budget Analyst's recommendations can be fully implemented without any layoffs or any demotions of existing staff.

In addition to our recommendations, the Budget Analyst has developed a number of policy options for consideration by the Board of Supervisors, including one policy option which would result in additional revenues of up to \$364,750 annually. Combined with our recommendations of \$10,306,277, total annual savings would thus be \$10,671,027 upon implementation of all our recommendations and policy options.

Our analyses, conclusions, recommendations, and policy options are contained in the enclosed report.

This Zero-Base Budget Analysis questioned existing expenditures and revenues and examined the link between expenditures and performance

Unlike traditional line item expenditure budget analysis, which focuses on requests for additional funding, this zero-base analysis reviewed existing departmental expenditures and programs for their efficiency and effectiveness. No assumption was made that existing programs and expenditures should necessarily be continued or that the way that services are presently delivered should necessarily be continued. We believe that this approach allows for improved budget decision-making in that the relationship between costs and outcomes can be more readily assessed.

Cost and staffing information for every program and sub-program in the Purchasing and Recreation and Park Departments is presented in this report. This type of data builds on the program budget approach used in the Mayor's Fiscal Year 1995-96 budget and provides a foundation for conversion to a full-scale mission driven or program budget approach.

Recommendations and Policy Options

We have divided the results of our analyses into recommendations and policy options. The *policy options* contained in this report, in contrast to our *recommendations*, pertain to fee increases which we believe are worthy of consideration but represent decisions which must be made by the Board of Supervisors. However, the Budget Analyst's *recommendations* contained in this report are cost saving items which we believe should be implemented. As previously noted, it should be emphasized that the implementation of our recommendations would *not* reduce current service levels, would not result in layoffs, and would not result in demotions.

Recommendation Highlights

Examples of our recommendations are:

- The elimination of three currently vacant positions in the Purchasing Department, for an annual savings of \$166,424.
- Reorganization of two divisions in the Recreation and Parks Department to enhance communication and to distribute staff more equitably among supervisors, for an annual savings of \$429,833.
- Establishment of an Assistant Gardener classification to perform lower-skilled gardening duties and the conversion of nine Gardener positions currently performing custodial duties to Custodian positions in the Recreation and Parks Department, for an annual savings of \$860,806.
- The elimination of 66 management/administrative support and 38 office/clerical positions; or an equivalent amount of salary/fringe benefit savings, which amount to \$6,561,894, annually.
- Consolidation of Superior and Municipal Court functions, resulting in the elimination of five positions and savings of \$722,346.
- The deletion of one vacant position in the Public Defender's Misdemeanor Division, which would produce savings in the amount of \$124,758 on an annual basis.
- The elimination of six positions in the District Attorney's Office, for an annual savings of \$528,303.
- The substitution in the District Attorney's Office of six Attorney, Civil and Criminal, positions for six Head Attorney positions, which would produce savings in the amount of \$340,352 on an annual basis.
- The substitution in the District Attorney's Office of six Attorney, Civil and Criminal, and eight Trial Attorney positions for 14 Principal Attorney positions, which would produce savings in the amount of \$571,561 on an annual basis.

A summary of the dollar value of the Budget Analyst's recommendations and policy options savings, by department, are presented on the following page.

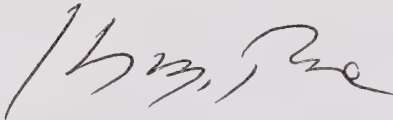
Summary of Recommendations by Department or Program Area

	\$ Total Annual Recommendations	\$ Policy Options
Purchaser	\$166,424	
Recreation and Parks	1,290,639	\$364,750
Management/Administrative and Office/ Clerical Position Reductions	6,561,894	
Court Consolidation	722,346	
District Attorney*	1,440,216	
Public Defender	124,758	
Total	\$10,306,277	\$364,750

*Additional recommendation to reserve \$182,681.

We wish to particularly thank Chair Hsieh for initiating this project for the FY 1994-95 Budget review and for his leadership in its continuance to the FY 1995-96 Budget. We also would like to thank Teresa Serata, the Mayor's Budget Director, and her entire staff for their cooperation and involvement in this project.

Respectfully submitted,



Harvey M. Rose
Budget Analyst

cc: President Shelley	Clerk of the Board
Supervisor Alioto	Mayor Jordan
Supervisor Ammiano	Chief Administrative Officer
Supervisor Hallinan	Controller
Supervisor Kennedy	Teresa Serata
Supervisor Leal	Robert Oakes
Supervisor Migden	Ted Lakey
Supervisor Teng	

BOARD OF SUPERVISORS
BUDGET ANALYST

Summary of Budget Analyst Recommendations

Department of Program	Recommendation	Annual Budget Impact
<i>Purchaser</i>	Delete three vacant positions	\$ 166,424
<i>Recreation and Parks</i>		
<i>Recreation Program</i>	Reorganize the Division	
	Reclassify 3 Ass't. Recreation Supervisors to Principal Recreation Supervisors	\$ (31,333)
	Reclassify 2 Recreation Directors to Clerk Typist positions	10,826
	Eliminate 5 Ass't. Recreation Supervisor positions	<u>297,881</u>
	Annual Savings	<u><u>\$ 277,374</u></u>
<i>Golden Gate Park</i>	Reclassify 3 Gardener positions to Custodian positions	\$ 30,093
	Reclassify 35 Gardener positions to a new Assistant Gardener position classification.	<u>293,136</u>
	Annual Savings	<u><u>\$ 323,229</u></u>
<i>City-wide Park Services</i>	Reclassify 6 Gardener positions to Custodian positions	\$ 60,185
	Reclassify 57 Gardener positions to a new Assistant Gardener position	<u>477,392</u>
	Annual Savings	<u><u>\$ 537,577</u></u>
<i>City-wide Park Services</i>	Reorganize Neighborhood Parks & Squares into tow geographic areas, resulting in:	
	Reclassifying two Park Section Supervisors to Custodial Assistant Supervisors;	\$ 32,925
	Eliminating one Supervisory Gardening position and one Area Supervisor.	<u>119,534</u>
	Annual Savings	\$ 152,459
	Total Rec/Parks Annual Savings	\$ 1,290,639

Summary of Budget Analyst Recommendations

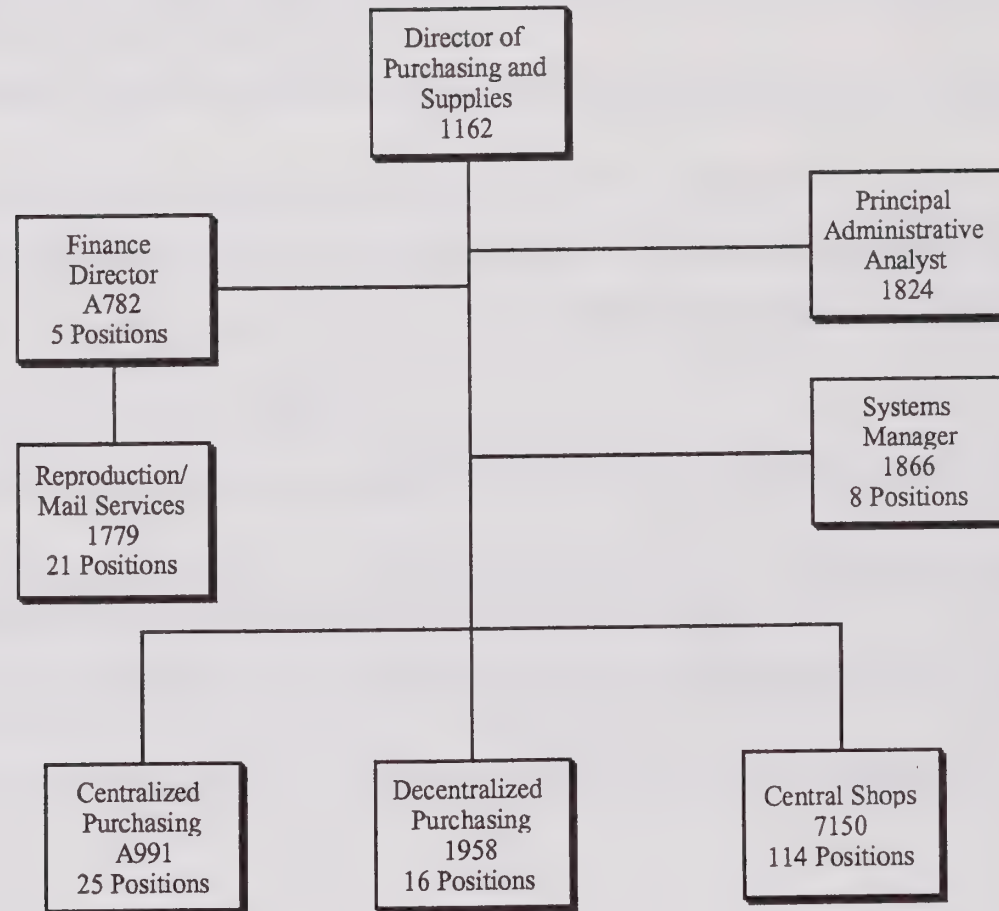
Department of Program	Recommendation	Annual Budget Impact
Analysis of Management/ Administrative Support & Office/Clerical Positions	Increase salary savings and associated fringe benefits in 13 departments for 66 identified management/ administrative support positions	\$ 5,143,323
	Increase salary savings and associated fringe benefits in 3 departments for 38 identified office/clerical positions	1,418,571
	Annual Savings	\$ 6,561,894
Court Consolidation	Eliminate one Municipal Court Clerk position and one Executive Assistant to the Municipal Court's Presiding Judge. Create one new Assistant Executive Officer position.	\$ 93,157
	Courts to submit one joint budget.	3,600
	Reduce the number of pro tem Court Reporters and Courtroom Clerks	58,000
Court Consolidation	Fully integrate Superior and Municipal Court interpreter activities	\$ 53,000
	Create one new Revenue Officer position to: Generate a minimum of \$100,000 in revenues	(51,404) 100,000
	Continue consolidating computer staff and operations	100,000
	Consolidate telephone operator functions and eliminate two Information Clerk positions	99,617
	Consolidate the Criminal Courts Division: eliminate one duplicated management position	88,585
	Eliminate the Superior Court Assistant County Clerk position, currently vacant	89,472
	Eliminate the Municipal Court Fiscal Officer position, currently vacant	88,319
	Annual Savings	\$ 722,346
Public Defender Misdemeanor Division	Delete one classification 8182, Head Attorney, position.	\$ 124,758

Summary of Budget Analyst Recommendations

Department of Program	Recommendation	Annual Budget Impact
<i>Criminal & Civil Prosecution</i>	Substitute 12 classification 1874, Attorney, positions and eight classification 1876, Trial Attorney, positions for 6 classification 1882, Head Attorney and 14 classification 8180, Principal Attorney positions.	\$ 911,913
<i>Felony Prosecution</i>	Delete one classification 8181, Assistant Chief Attorney I, position and one classification 8146, District Attorney's Investigator, position.	192,744
<i>Preliminary Hearing Unit</i>	Delete one classification 8178, Senior Attorney, position and one classification 8176, Trial Attorney, position.	\$ 175,250
<i>Misdemeanor Division</i>	Delete two classification 8176, Trial Attorney, positions.	160,309
<i>Rebooking Unit</i>	Reserve five months of "expedited rebooking" salary and fringe benefit costs, or \$182,681 contingent upon the outcome of the City and County's efforts to be released from the jail overcrowding consent decree, and the decision of the Board of Supervisors to continue such funding in the absence of such consent decree.	
	Annual Savings	<u>\$ 1,440,216</u>
	Total Annual Savings	<u><u>\$ 10,306,277</u></u>

Purchasing Department

191 Positions



Department: Purchaser

Overview

In Fiscal Year 1993-94, City departments expended approximately \$930 million on goods and services through purchase orders, term purchase agreements and contract orders. Of this \$930 million expenditure, the Purchasing Department is directly responsible for at least \$192 million. The City expended the remaining \$738 million in various areas including capital construction, service agreements and revolving funds. The Purchasing Department issued approximately 13,000 purchase orders for goods and services totaling approximately \$57 million, and processed approximately 12,000 Term Purchase Agreements totaling approximately \$135 million. The Department also reviewed personal services contracts valued at approximately \$160 million.

Charter Section 7.100 provides for a centralized purchasing function within the City. The benefits of centralized purchasing include the following:

- Achieving quantity discounts by consolidating all City orders for the same or similar commodities.
- Minimizing duplication of effort and haphazard purchasing practices by centrally coordinating all of the City's purchases.
- Developing purchasing specialists who are able to buy more efficiently than less skilled employees who may be assigned purchasing as a secondary responsibility.

Recent changes in Purchasing Department operations are as follows:

- The Department is working with the Controller's Office to implement ONLINE FAMIS and ADPICS (Advanced Purchasing and Inventory Control System).
- The Central Office of the Purchasing Department has been reorganized to focus staff resources on consolidation and development of term contracts, while maintaining reduced staffing for handling regular purchasing workloads.
- The Department has developed an audit program to provide oversight of departments authorized to purchase items costing less than \$5,000. Such authorization was approved by the City's electorate in November of 1993 (Proposition Q).
- In accordance with Federal transportation regulations, the Department is implementing a drug testing program for Central Shops employees.

Department: Purchaser

Overview

The Purchasing Department has implemented the following major improvements:

- The Department has implemented an online purchasing system (POPS) in its central office and at the Airport satellite purchasing unit.
- The average processing time for purchase requisitions in the central office has been reduced by 50% over the past four years.
- The weekly *Bid and Contract Opportunities* newsletter is now available to vendors via facsimile, and is broadcast on Citywatch, cable channel 54.
- Central Shops has been awarded more than \$1.2 million in State grant funds for implementation of alternative fuel vehicle programs.
- Central Shops has implemented a new automated Fleet Maintenance Management System, which improves vehicle maintenance cost accounting; preventive maintenance scheduling; and fleet performance analysis.
- The Reproduction/Mail Services Division has implemented an Automated network printing and mail bar-coding/sorting process that has resulted in significant cost savings and improved service to City departments.

The staffing profile of the Purchasing Department for the past eight years is as follows:

<u>Division</u>	<u>1987-88</u>	<u>1988-89</u>	<u>1989-90</u>	<u>1990-91</u>	<u>1991-92</u>	<u>1992-93</u>	<u>1993-94</u>	<u>1994-95</u>
Management/Administration	9	8	15	15	14	12	9	8
Procurement Services	51	50	47	52	54	64 ¹	50	48
Central Shops	109	109	111	110	110	112	112	114
Reproduction/Mail	15	20	19	19	19	19	21	21
Storekeeping Services	78	84	86	84	81			
Operations Improvements			6					
Total	<u>262</u>	<u>271</u>	<u>284</u>	<u>280</u>	<u>278</u>	<u>207</u>	<u>192</u>	<u>191</u>

¹Includes eight positions reassigned from the Storekeeping Division.

Department Summary

Department: 91 Purchasing

Mission Statement:

The Purchasing Department's mission is to provide a wide range of services to support the operations of other City departments. Services include: procurement of materials, supplies, equipment and services; storage and redistribution of surplus City property; vehicle/equipment maintenance and repair; operation of fueling facilities; replacement of general purpose vehicles; reproduction and desktop publishing services; and mail processing.

1994-95 Budgets by Program

Major Program	1994-95			
	<u>General Fund</u>		Revenues/Recoveries	Net General Fund
	FTE	Costs		
1 01-Administration	8	\$566,065	\$356,788	\$209,277
2 03-Procurement	48	2,918,243	1,443,453	1,474,790
3 02-Central Shops	114	12,857,873	12,857,873	0
4 04-Repro/Mail	21	3,419,427	3,419,427	0
5 20-Auto Purchases	0	130,000	0	130,000
6 00-Undefined	0	(150,000) *	0	(150,000)
TOTAL	191	\$19,741,608	\$18,077,541	\$1,664,067

1995-96

	1995-96 General Fund Expenditures						1995-96 Program Revenues/Recoveries		
	<u>Department</u>		<u>Mayor</u>		<u>Budget Analyst</u>		<u>Department</u>		<u>Budget Analyst</u>
	FTE	Costs	FTE	Costs	FTE	Costs			
1 01-Administration	8	\$619,390			8	\$496,839	\$361,236		
2 03-Procurement	46	3,120,429			45	3,062,493	1,577,259		
3 02-Central Shops	114	13,500,000			113	13,443,142	13,500,000		
4 04-Repro/Mail	21	3,900,000			20	3,848,370	3,900,000		
5 20-Auto Purchases	0	130,620			0	130,620	0		
6 00-Undefined	0	(150,000) *			0	(150,000)	0		
TOTAL	189	\$21,120,439		\$0	186	\$20,831,464	\$19,338,495	\$0	\$0

* Equity transfer from Stores Inventory Fund to General Fund

Alternative Methods of Performing the Mission: Effectiveness and Efficiency Impacts

Department: 91 Purchasing

Program/Sub-program: 03 Procurement

Topic: Vendor Selection

Current method of vendor solicitation. Purchasing solicits vendors to bid on City purchases by:

- maintaining extensive information on vendors and the commodities and services they provide;
- directly soliciting potential bidders by preparing and mailing bid requests to them.

This traditional method of vendor solicitation has two shortcomings:

- Some vendors are left out of the bid process. Instead of sending bid requests to all potential bidders, in many cases Purchasing uses a rotational system to distribute bid requests. Vendors frequently complain about being left out.
- It is labor intensive.

Automated bulletin board approach to vendor solicitation. With the nearly universal availability of personal computers in business, an alternative has become feasible using an automated bulletin board. Its basic elements would be:

- Central computer and bulletin board software: The City would dedicate and maintain a personal computer with commercially available bulletin board software.
- Accessibility: The bulletin board would be accessible to any vendor with a computer, modem, and software. The City could also maintain sites where vendors could access the bulletin board, at places such as libraries and City administrative buildings.
- Sources of information for the bulletin board: Purchasing would use the bulletin board to solicit bids on purchases administered by Purchasing. An interface from Purchasing's systems to the bulletin board would have to be developed. Other departments might use the bulletin board to advertise their own construction, personal services, or commodities purchases under their control.
- Downloading of bid documents: For bid opportunities in which they are interested, vendors would download the required bid documents onto their own computers. This would eliminate the need for Purchasing to prepare and mail out the bid requests.

The bulletin board approach would have the following costs and impacts:

- Development and implementation could cost \$75,000 to \$125,000. There also would be regular maintenance costs.
- Staffing requirements for vendor solicitation would be reduced by up to two FTEs.
- Staffing requirements for bid processing and evaluation would be increased by up to two FTEs.
- Costs of purchased goods would be reduced by an unknown but potentially significant amount, because of increased bidding.

Alternative Methods of Performing the Mission: Effectiveness and Efficiency Impacts

Department: 91 Purchasing

Program/Sub-program: 03 Procurement

Alternative Methods - Continued

The Budget Analyst supports the Departments initiative to implement an automated bulletin board approach to vendor solicitation. We note that the California State Contract Register, which State agencies use to advertise State service and construction contracting opportunities, has recently been made available on the Internet. In general, automated systems improve services to the public and are a more efficient method of making information available.

A resolution currently pending before the Board of Supervisors (File 227-95-2) would request that the Chief Administrative Officer, the Mayor, the Board of Supervisors (Budget Analyst) and the Controller's Information Services Division (ISD), working through the City's Electronic Information Processing Steering Committee (EIPSC), identify how much it will cost to place City offices on line, ensuring that each City department has an electronic mail (e-mail) address; requesting that EIPSC report back to the Board of Supervisors about the feasibility of making information and schedules regarding the Board of Supervisors and other Commissions available to the public via the Internet's reporting to the Board of Supervisors about the feasibility of making the process for applications and payment of fees and licenses accessible via computer; and requesting that EIPSC find ways for City departments to place purchase orders and apply for grants via computer.

The Budget Analyst recommends that the Purchaser include the automated bulletin board in the survey currently being developed to determine how various City departments could benefit from using the Internet.

Performance Measures and Objectives by Sub-program

Department: 91 Purchasing

Program: 02 Central Shops

Sub-programs:

Objectives/Performance Measures:

	<u>1993-94</u>	<u>1994-95</u>	<u>1995-96</u>
Average monthly vehicle availability (standards set by departments:			
Police autos	95%	93%	93%
Fire equipment	92%	70%	70%
Ambulances	83%	76%	76%
Street sweepers	83%	75%	75%
Traffic motorcycles	91%	90%	90%
Heavy trucks	91%	90%	90%

Program: 03 Procurement

Sub-programs:

Objectives/Performance Measures:

	<u>1993-94</u>	<u>1994-95</u>	<u>1995-96</u>
New term contracts developed	17	20	20
Certified MBE procurement, purchases orders/TPAs	25.0%	16.0%	12.0%
Certified WBE procurement, purchases orders/TPAs	2.2%	2.0%	1.8%

Program: 04 Reproduction and Mail Services

Sub-programs:

Objectives/Performance Measures:

	<u>1993-94</u>	<u>1994-95</u>	<u>1995-96</u>
Impressions made	60,000,000	65,000,000	65,000,000
Mail pieces processed	5,100,000	5,100,000	5,800,000

Impact of Funding Adjustments and Recommendations

Department: 91 Purchaser

Program: 02 Central Shops

Impact of Funding Adjustments:

1994-95 Funding Level:

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
80%	\$10,286,298 (\$2,571,575)	At this level, the department would reduce maintenance and repair services by 20%, resulting in a very large and increasing backlog of deferred maintenance and substantially reduced availability of vehicles to user departments including Police, Fire, Health, and Public Works. Central Shops does not set priorities for allocation of maintenance resources across fleets; in reducing maintenance resources to 80%, the Mayor and the Board would have to determine which fleets are most important to maintain.
95%	\$12,214,979 (\$642,894)	At this level, the department would reduce maintenance and repair services by 5%, resulting in a large and increasing backlog of deferred maintenance and reduced availability of vehicles to user departments including Police, Fire, Health, and Public Works. Central Shops does not set priorities for allocation of maintenance resources across fleets, in reducing maintenance resources to 95%, the Mayor and the Board would have to determine which fleets are most important to maintain.
110%	\$14,143,660 \$1,285,787	At this level, the department would focus additional resources on addressing existing backlogs of deferred maintenance across various fleets.

Impact of Funding Adjustments and Recommendations

Department: 91 Purchaser

Program: 03 Procurement Services

Impact of Funding Adjustments:

1994-95 Funding Level: \$1,474,790

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
------------------	------------------	---------------

80%	\$1,179,832 (\$294,958)	At this level, the department would curtail work with the Controller in the implementation of purchasing automation, and would cease providing surplus property storage and redistribution services, which would have to be absorbed by departments.
-----	----------------------------	--

95%	\$1,401,051 (\$73,740)	At this level, the department would cease providing surplus property storage and redistribution services, which would have to be absorbed by departments.
-----	---------------------------	---

110%	\$1,622,269 \$147,479	At this level, the department would focus additional resources on development and consolidation of Citywide contracts and purchases, and expedite the implementation of Citywide Controller/Purchasing automation.
------	--------------------------	--

Impact of Funding Adjustments and Recommendations

Department: 91 Purchaser

Program: 04 Reproduction and Mail Services

Impact of Funding Adjustments:

1994-95 Funding Level: \$3,419,427

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
------------------	------------------	---------------

80%	\$2,735,542 (\$683,885)	At this level, the department would reduce reproduction and mail services by 20%. Corresponding with this reduction, user departments would be forced to produce printed materials and process mail using their own resources, at substantially increased cost Citywide .
-----	----------------------------	---

95%	\$3,248,456 (\$170,971)	At this level, the department would reduce reproduction and mail services by 5%. Corresponding with this reduction, user departments would be forced to produce printed materials and process mail using their own resources, at substantially increased cost Citywide.
-----	----------------------------	---

110%	\$3,761,370 \$341,943	At this level, the department would focus additional resources to satisfy currently unfulfilled printing, graphics, and mail processing needs of departments.
------	--------------------------	---

Fiscal Year 1995-96 Recommendations

Department: 91 Purchaser

Program: 04 Reproduction/Mail

Recommended 1995-96 Funding Levels:

<u>Department</u>	<u>Mayor's Office</u>	<u>Budget Analyst</u>
\$3,419,427		\$3,367,797

Explanation of Differences:

<u>No.</u>	<u>Classification</u>	<u>Title</u>	<u>Salary</u>	<u>Savings</u>		<u>Total</u>
				<u>MFB</u>	<u>Other</u>	
1	1408	Principal Clerk	\$41,238	\$10,392	\$0	\$51,630
To eliminate one vacant Principal Clerk position not essential to the Division's functioning.						

Fiscal Year 1995-96 Recommendations

Department: 91 Purchaser

Program: 03 Procurement

Recommended 1995-96 Funding Levels:

<u>Department</u>	<u>Mayor's Office</u>	<u>Budget Analyst</u>
\$3,120,429		\$3,062,493

Explanation of Differences:

<u>No.</u>	<u>Classification</u>	<u>Title</u>	<u>Salary</u>	<u>Savings</u>		<u>Total</u>
				<u>MFB</u>	<u>Other</u>	
1	1952	Purchaser	\$46,275	\$11,661	\$0	\$57,936
To eliminate one vacant Purchaser position in Procurement Services not essential to the Division's functioning.						

Fiscal Year 1995-96 Recommendations

Department: 91 Purchaser

Program: 02 Central Shops

Recommended 1995-96 Funding Levels:

<u>Department</u>	<u>Mayor's Office</u>	<u>Budget Analyst</u>
\$12,857,873		\$12,801,015

Explanation of Differences:

<u>No.</u>	<u>Classification</u>	<u>Title</u>	<u>Salary</u>	<u>Savings</u>		<u>Total</u>
				<u>MFB</u>	<u>Other</u>	
1	1842	Management Assistant	\$45,414	\$11,444	0	\$56,858
To eliminate one vacant Management Assistant position in Central Shops not essential to the Division's functioning.						

Department Summary Fiscal Year 1995-96

Department: 42 Recreation and Park

Overview

The budgetary data presented in this report are based on the Phase B Department Request for FY 1995-96. All permanent salaries in the Department request are unstandardized, and therefore understate the actual amount of the Department's budget request. To date, the City has reached agreement with two employee organizations, which cover approximately one-half of Recreation and Park employees, including recreation directors, custodians, park rangers, clerical staff, financial staff, planners and harbor employees. The estimated additional cost of these agreements to the Department will be approximately \$1.5 million for FY 1995-96. No agreement has yet been reached with the organizations which represent the Department's gardeners, laborers, craft workers, truck drivers and engineers. The additional cost for these other employees for FY 1995-96 is estimated to be \$1 million.

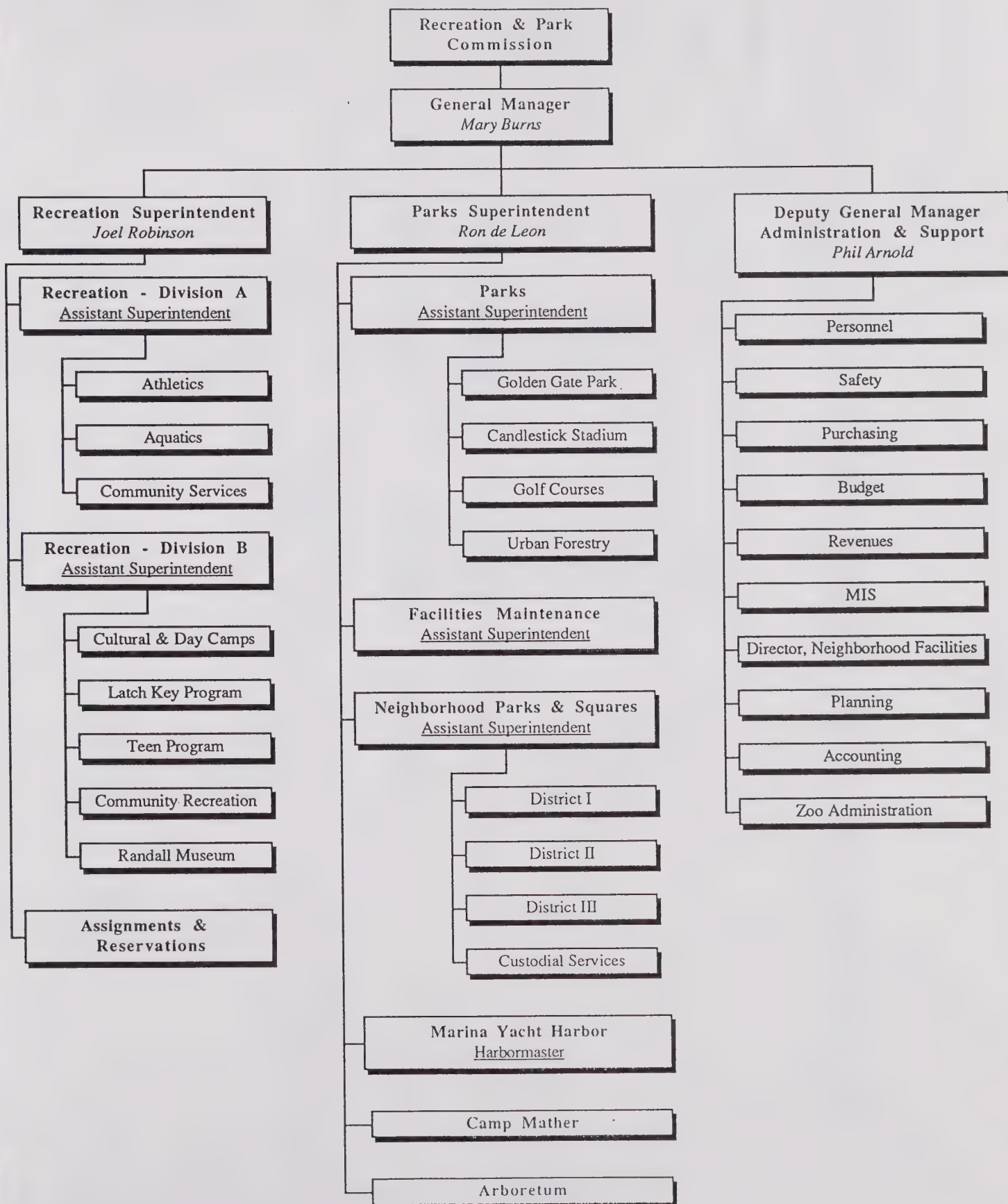
The department has made the following proposals in order to offset reductions in General Fund Support, cost increases and the loss of one-time revenues from FY 1994-95: (1) increase golf green fees by \$1 per round; (2) charge \$1 for use of the Department's new golf course automated reservation system; (3) increase Camp Mather fees by 10 percent; (4) increase summer day camp fees by \$20 per child per week; (5) raise the Japanese Tea Garden admission fee from \$2 to \$2.50; and (5) incorporate requirements for utility cost reimbursements in the Department's concession leases. According to the Department, these measures would produce additional revenues of approximately \$1.1 million annually. The Budget Analyst considers the approval of any fee increases to be policy matters for the Board of Supervisors. In addition, the Department has proposed transferring \$1 million in salaries currently funded by the Special Revenue Fund (which includes a General Fund allocation) to Open Space funding in the Urban Forestry Division and increasing the Open Space allocation for Recreation by \$270,000 and for Parks by \$240,000, for a total increase of \$1.5 million in Open Space funding.

On the expenditure side, the Department has made proposals to reduce sewer service charge expenditures by \$600,000 annually, which would require a change in the City's sewer service charge ordinance. Additionally, the Department has proposed a reduction in scavenger charge expenditures by \$200,000 per year and the closure of all recreation centers, except for Latchkey sites, one day per week (Mondays), for an annual savings of approximately \$400,000. Together, these proposals would reduce expenditures by \$1.2 million per year. The Budget Analyst considers the approval of these proposals to be policy matters for the Board of Supervisors, as they would result in service reductions.

As a result of this Zero Base Budget Analysis, the Budget Analyst is recommending budget reductions that would not negatively impact service levels of almost \$1.3 million per year by (1) reorganizing the Recreation and Neighborhood Parks and Squares Divisions; (2) creating a new Assistant Gardener classification for lower-skilled gardening duties; and (3) converting Gardener positions that perform janitorial duties to Custodians. The Budget Analyst recommends that all position changes be implemented only as positions become vacant due to normal attrition, rather than through layoffs and demotions. In addition, we have also included one policy option that could produce additional revenues of up to \$364,750 per year.

The Board of Supervisors recently approved a resolution initiating proceedings to form PRIDE, an assessment district which will provide additional funding for park maintenance. The implementation of some of our recommendations concurrent with the enhancement of park maintenance services through PRIDE could allow for the more efficient use of revenues generated by PRIDE, thereby allowing the Department to further expand services. This could occur because additional staff could be hired at a lower salary and fringe benefit cost under the Custodian and proposed Assistant Gardener classifications, as we recommend in this report, than under the existing Gardener classification. Therefore, for a given amount of PRIDE funding, more Gardeners, Custodians and Assistant Gardeners could be hired than under the existing Gardener classification.

Recreation and Park Department



Department Summary

Department: 42 Recreation and Park

Mission Statement:

To provide quality recreation and leisure experiences essential to San Franciscans and visitors, including (1) safe and well-maintained facilities and parks; (2) opportunities for physical recreation and positive social and personal development; (3) partnerships with the community that recognize shared needs and values; and (4) environmental stewardship.

1994-95 Budgets by Program

<u>Major Program</u>	1994-95			
	<u>General Fund</u>			<u>Net</u>
	FTE	Costs	Revenues/Recoveries	General Fund
1 Recreation	178	\$12,250,229	\$11,215,529	\$1,034,700
2 Golden Gate Park	124	5,457,140	3,303,153	2,153,987
3 City-wide Park Services	383	22,498,551	18,294,547	4,204,004
4 Administration & Support	104	9,081,849	4,596,159	4,485,690
5 Candlestick Park	20	5,950,118	5,950,118	0
6 Marina Yacht Harbor	15	1,275,132	1,275,132	0
<i>Subtotal</i>	824	\$56,513,019	\$44,634,638	\$11,878,381
Capital Outlay		9,430,700	9,430,700	0
TOTAL	824	\$65,943,719	\$54,065,338	\$11,878,381

1995-96

	1995-96 Expenditures						1995-96 Program Revenues/Recoveries		
	<u>Department</u>		<u>Mayor</u>		<u>Budget Analyst</u>		<u>Department</u>	<u>Mayor</u>	<u>Budget Analyst</u>
	FTE	Costs	FTE	Costs	FTE	Costs			
1 Recreation	178	\$13,335,958			173	\$13,058,584	\$12,121,578		\$12,121,578
2 Golden Gate Park	124	5,513,767			124	5,190,538	3,359,780		3,359,780
3 City-wide Park Services	388	21,242,619			386	20,552,583	19,360,101		19,360,101
4 Administration & Support	102	7,145,248			102	7,145,248	1,403,093		1,403,093
5 Candlestick Park	20	5,987,723			20	5,987,723	5,987,723		5,987,723
6 Marina Yacht Harbor	15	1,263,996			15	1,263,996	1,263,996		1,263,996
<i>Subtotal</i>	827	\$54,489,311			820	\$53,198,672	\$43,496,271		\$43,496,271
Capital Outlay		12,944,000				12,944,000	12,944,000		12,944,000
TOTAL	827	\$67,433,311			820	\$66,142,672	\$56,440,271		\$56,440,271

Sub-program Descriptions and Costs

Department: 42 Recreation and Park
 Program: Recreation

Sub-programs:		1994-95		1995-96	
		FTE	Cost	FTE	Cost
	<u>Description</u>				
1 Aquatics	Operates City's nine swimming pools. Aquatics programs include adult and children's swim teams, special needs, senior citizens, adult and children's swimming lessons, water aerobics, recreational & lap swimming and others.	29	\$1,995,824	29	\$2,172,712
2 Athletics	Operates adult and children's athletics leagues, including Youth Sports Camp, women's and coed volleyball, youth baseball, girls' and boys' basketball, adult and youth softball leagues, youth football and soccer leagues and others. In addition, responsible for athletic field reservations and facility rentals for Kezar and Balboa Stadiums.	6	412,929	6	449,527
3 Community Services	Operates 22 recreational facilities and playgrounds. Services include aerobics classes, sports, arts and crafts, dance/drama/music classes, martial arts, children's play areas, gymnasiums, family events and others. Also operates City-wide Senior Citizens Program.	19	1,307,609	19	1,423,501
4 Cultural and Day Camps	Operates Harvey Milk Recreational Arts Building, Sharon Arts Studio, Photography Center and Summer Day Camps. Services include dance studio, aerobics classes, music rehearsal hall, dance, music and drama classes, special needs programs, and arts and crafts. Also responsible for supervision of Children's Playground in Golden Gate Park.	9	619,394	9	674,290
5 Latchkey	Offers after-school child care at 23 recreation centers to 1,200 children per day (ages 8 to 12).	23	1,582,895	23	1,723,186

Sub-program Descriptions and Costs

Department: 42 Recreation and Park
 Program: Recreation

Sub-programs:	<u>Description</u>	1994-95		1995-96	
		FTE	Cost	FTE	Cost
6 Teen Programs	Operates Hamilton and Sunnydale Teen Centers. Services include SF Teen Newspaper, late night recreation activities, Youth Guidance Center Alternatives Program, personal development classes, conflict mediation training, GED Program, Teen Peer Counseling Program, and Workreation, which hires up to 250 teenagers for part-time summer jobs. Recently formed Young Teens on the Move (YTM), an after-school child care program currently offered at eight recreational centers for children ages 13 to 16.	2	\$137,643	2	\$149,842
7 Community Recreation Facilities	Operates 51 recreational facilities and playgrounds. Services include aerobics classes, sports, arts and crafts, dance/drama/music classes, martial arts, children's play areas, Kids Gym, Tiny Tots (social and personal development training for children ages 2 1/2 - 5 years) and others.	79	5,436,899	79	5,918,768
8 Randall Museum	Children's museum located in Corona Heights. Offers woodshop, animal room, computer room, science fair, theater, arts and crafts and environmental exhibit.	5	344,107	5	374,606
9 Permits & Assignments	Responsible for facility reservations, processing facility use permits, assigning substitute workers to recreation centers, and interviewing and hiring part-time workers.	6	412,929	6	449,526
TOTAL		178	\$12,250,229	178	\$13,335,958

Performance Measures and Objectives by Sub-program

Department:	42 Recreation and Park		
Program:	Recreation		
Sub-programs:	<i>Objectives/Performance Measures:</i>		
		<u>1994-95</u>	<u>1995-96</u>
1 Aquatics	Number of children served, ages 5 - 12	3,000	3,000
	Number of adults served	10,000	8,000
	Number of swimming lessons conducted		
	Number of visitors to City's pools		
	Revenues generated	\$330,000	\$260,000
2 Athletics	Number of children participating in athletic leagues	9,000	9,000
	Adult participation in athletic leagues	10,000	8,000
	Number of field reservations	50,000	
	Number of adult softball teams	532	
	Number of Adult Softball League participants	24,000	
	Number of women's softball teams	122	
	Number of Women's Softball League participants	2,240	
	Number of children attending summer Youth Sports Camp	800	
	Revenues generated	\$496,700	\$515,950
3 Community Services	Number of participants in Senior Citizen Programs	3,000	2,000
	Number of senior citizens visiting Recreation Facilities	3,000	2,500
	Number of special needs adults served	200	155
	Number of families participating in Family Night	6,000	5,000
	Adult participation in aerobics	1,000	700
4 Cultural and Day Camps	Number of special needs children served	200	200
	Number of children participating in Summer Day Camps	3,500	3,500
	Number of children attending summer day camps at local playgrounds	1,500	1,500
	Adult participation in cultural recreation programs	3,000	3,000
	Number of visitors to Photography Center	800	800
	Revenues generated	\$140,100	\$249,500

Department unable to provide certain performance measure data.
--

Performance Measures and Objectives by Sub-program

Department:	42 Recreation and Park		
Program:	Recreation		
Sub-programs:	<i>Objectives/Performance Measures:</i>		
		<u>1994-95</u>	<u>1995-96</u>
5 Latchkey	Number of Latchkey sites	23	24
	Number of Latchkey participants	1,200	1,250
	Revenues generated	\$174,000	\$181,000
6 Teen Programs	Number of teens hired through Workreation Program	250	250
	Number of participants in Young Teens on the Move (YTM)	200	1,000
	Number of YTM sites	8	16
	Number of participants in Late Night RUSH	797	797
	Number of teens served through Youth Guidance Center Alternatives Program	150	150
	Number of participants in personal development classes	200	200
	Number of participants in conflict mediation training	797	1,200
	Number of teens visiting Recreation Centers on a daily basis	10,000	10,000
	Number of participants in GED Program	150	150
	Number of participants in Teen Peer Counseling Program	10,000	6,000
	Monthly circulation of San Francisco Teen Newspaper	5,000	5,000
7 Community Recreation Facilities	Number of recreation centers	73	74
	Number of family events at recreation facilities	20,000	20,000
	Number of children (ages 5 - 12) visiting recreation centers on daily basis	10,000	10,000
	Number of participants in Kids Gym	500	450
	Number of participants in Tiny Tots Program	2,500	2,000
8 Randall Museum	Number of visitors	6,000	6,000
9 Permits & Assignments	Number of facility use permits processed	20,000	20,000
	Revenues generated	\$702,000	\$453,200

Impact of Funding Adjustments and Recommendations

Department: 42 Recreation and Park
 Program: Recreation

Impact of Funding Adjustments:

1994-95 Funding Level: \$12,250,229

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
0%	\$0 ((\$12,250,229))	Closure of recreation centers and swimming pools and elimination of athletic leagues, day camps, adult programs, facility rentals, teen programs and Latchkey would affect 85,000 children, adults and seniors per year. Costs would have to be incurred to close recreation centers and swimming pools.
80%	\$9,800,183 ((\$2,450,046))	All recreation centers would close two days per week (Monday and Tuesday), affecting 20,000 youth per year. The hours of operation for all recreation centers would be reduced to eight hours per day, thereby resulting in elimination of all morning programs (e.g. Tiny Tots and Senior Citizens). Two pools would be closed and the remaining pools' hours would be reduced. Ten Latchkey programs would be eliminated, affecting 450 children per day. Ten of 32 after-school programs would be closed, affecting 5,000 school-age youth per year.
95%	\$11,637,718 ((\$612,511))	Recreation centers would close two full days per week (Monday and Tuesday), affecting 20,000 youth per year.
110%	\$13,475,252 \$1,225,023	Ten Latchkey sites would be added to serve an additional 450 youth. Two sessions would be added to Sports Camp to serve 240 additional youth during the summer. Pool schedules would be extended by one day to serve an additional 8,000 patrons. Night classes would be offered at King Pool in the Bayview area to serve high-risk youth. Teen programs would be added at ten recreation centers to serve high-risk youth.

Sub-program Descriptions and Costs

Department: 42 Recreation and Park
 Program: Golden Gate Park

Sub-programs:

		1994-95		1995-96	
<u>Description</u>		<u>FTE</u>	<u>Cost</u>	<u>FTE</u>	<u>Cost</u>
1 Golden Gate Park	Provides for the maintenance and security of Golden Gate Park and its facilities, including the Arboretum, the conservatory, the nursery and other facilities. Provides janitorial services to 37 restrooms and groundskeeping for 1,017 acres. Maintains 15 athletic fields in playable condition. Maintains 25 specialty gardens. Staff includes 10 park rangers. Golden Gate Park serves between 12 and 15 million visitors per year.	124	\$5,457,140	124	\$5,513,767
TOTAL		124	\$5,457,140	124	\$5,513,767

Performance Measures and Objectives by Sub-program

Department:
Program:

42 Recreation and Park
Golden Gate Park

Sub-programs:

Objectives/Performance Measures:

1994-95 1995-96

1 Golden Gate Park

Percentage of restrooms maintained in safe and usable condition	89%	89%
Percentage of athletic fields maintained in playable condition	87%	87%
Percentage of specialty gardens maintained	72%	72%
Percentage of annual reforestation goal completed	65%	65%
Percentage of acreage maintained in clean, safe and attractive condition	69%	69%
Number of shrubs and trees planted	10,000	10,000

Impact of Funding Adjustments and Recommendations

Department: 42 Recreation and Park
 Program: Golden Gate Park

Impact of Funding Adjustments:

1994-95 Funding Level: \$5,457,140

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
------------------	------------------	---------------

0%	\$0 (\$5,457,140)	Because the lack of maintenance and the existence of unsanitary conditions would result in a public safety hazard, Golden Gate Park would have to be closed to the general public. Additional costs would be incurred by the Police Department in order to set up and maintain barriers at the entrances to Golden Gate Park. The closure of the Park would result in approximately \$2.4 million in lost revenues from the Japanese Tea Garden, the Conservatory and other concessions. In addition, the Department would not receive a \$1.6 million grant from the Lila Wallace - Reader's Digest Fund, plus \$1.6 million in private matching funds, since the grantor has stipulated that there can be no reduction in funding for Golden Gate Park from the current FY 1994-95 level.
80%	\$4,365,712 (\$1,091,428)	Twenty gardeners and two park section supervisors would be laid off. Regular maintenance activities on the western third (approximately 340 acres) of Golden Gate Park would cease. All turf areas not specifically developed for athletic use would be abandoned. Irrigation would cease for all but reforestation plots. The lack of maintenance in the western third of the park would create a safety hazard to tourists and the general public. In addition, the Department would not receive a \$1.6 million grant from the Lila Wallace - Reader's Digest Fund, plus \$1.6 million in private matching funds, since the grantor has stipulated that there can be no reduction in funding for Golden Gate Park from the current FY 1994-95 level.
95%	\$5,184,283 (\$272,857)	Six gardeners would be laid off. The Department would cease to staff the Lower Great Highway from Lincoln Way to Sloat Boulevard and the western end of the Park, thereby creating a public hazard. In addition, the Department would not receive a \$1.6 million grant from the Lila Wallace - Reader's Digest Fund, plus \$1.6 million in private matching funds, since the grantor has stipulated that there can be no reduction in funding for Golden Gate Park from the current FY 1994-95 level.
110%	\$6,002,854 \$545,714	Twelve additional gardeners would be hired. This would allow the Department to return permanent staff to Park Presidio Boulevard and to increase the level and diversity of maintenance in the eastern half of Golden Gate Park. Beds of flowers would be returned to beautify the landscape (twice the present level).

Sub-program Descriptions and Costs

Department: 42 Recreation and Park
 Program: City-wide Park Services

Sub-programs:

Note: Sub-programs are ranked by Department in Tiers. Each sub-program is considered equal within a Tier.

		1994-95		1995-96	
	Description	FTE	Cost	FTE	Cost
Tier 1					
1 Neighborhood Parks & Squares	Maintains and cleans City's 221 district parks, squares and playgrounds. Consists primarily of gardening and custodial functions. Provides janitorial services at 73 recreation centers and nine swimming pools. Inspects and cleans 133 children's play areas. Maintains 220 basketball and tennis courts and 105 athletic fields.	181	\$10,746,107	185	\$10,035,835
2 Urban Forestry & Turf Management	Responsible for implementing reforestation programs in Golden Gate Park and neighborhood parks and squares. Tree assessment crew responsible for evaluating hazard potential of City's trees. Responsible for pruning, removing trees, chipping, clearing and stacking brush, and pest control. Operates City's mowing crew and athletic field renovation crew.	43	2,552,943	43	2,332,653
3 Structural Maintenance	Maintains electrical systems, water systems, sewer and drainage systems, heating systems, buildings and children's play apparatus at Recreation and Park facilities. Responsible for graffiti removal, painting, garbage pick-up, deliveries and street sweeping at Park facilities. Also maintains Camp Mather facilities.	98	5,818,334	99	5,370,528
Tier 2					
4 Golf Courses	Provides maintenance for two nine-hole golf courses and three 18-hole golf courses. Performs gardening, tree pruning, mowing and other fairway maintenance at golf courses. Also responsible for maintaining the perimeter of Lake Merced, the Lake Merced Boat Complex, the Sharp Park Archery Range, a playground adjacent to Lincoln Golf Course, and the grounds of the Palace of the Legion of Honor.	46	2,615,127	46	2,728,425

Sub-program Descriptions and Costs

Department: 42 Recreation and Park
 Program: City-wide Park Services

Sub-programs:

Note: Sub-programs are ranked by Department in Tiers. Each sub-program is considered equal within a Tier.

		1994-95		1995-96	
		FTE	Cost	FTE	Cost
Tier 3					
5	Camp Mather	Responsible for reservations, administration and groundskeeping at Camp Mather, a family summer camp located in the Sierra Nevada Mountains near Yosemite National Park. Camp Mather offers swimming, hiking, horseback riding, arts and crafts, fishing and nature programs. The facility can accommodate approximately 4,000 guests during the summer season.			
		2	\$606,415	2	\$615,553
Tier 4					
6	Bond Programs	Various maintenance, groundskeeping and planning functions funded by 1987 Park Improvement Bond proceeds and Golden Gate Infrastructure Bond proceeds.			
		13	159,625	13	159,625
TOTAL		383	\$22,498,551	388	\$21,242,619

Performance Measures and Objectives by Sub-program

Department:	42 Recreation and Park		
Program:	City-wide Park Services		
Sub-programs:	<i>Objectives/Performance Measures:</i>		
		<u>1994-95</u>	<u>1995-96</u>
Tier 1			
1 Neighborhood Parks & Squares	Percentage of restrooms maintained in safe and usable condition	82%	74%
	Percentage of children's play areas maintained in safe and usable condition	100%	86%
	Percentage of recreation centers maintained and cleaned 7 days per week	95%	77%
	Percentage of athletic fields maintained in safe and playable condition	90%	90%
2 Urban Forestry & Turf Management	Percentage of City's grassland mowed on biweekly basis		
	Percentage of City's athletic fields mowed on weekly basis		
	Number of trees inventoried and inspected for hazard	5,000	5,000
	Number of specimen trees planted	1,000	1,000
	Percentage of sustainable trees and shrubs planted	80%	80%
	Percentage of tree hazards responded to within 24 hours	100%	100%
3 Structural Maintenance	Percentage of job orders completed	55%	
	Percentage of emergency repairs responded to within 24 hours	100%	100%
Tier 2			
4 Golf Courses	Number of rounds of golf played	400,000	400,000
	Number of rounds of golf played by youth	10,000	10,000
	Number of rounds of golf played by seniors	81,000	81,000
	Number of times per month fairways fertilized	1	1
	Percentage of golf holes equipped with automatic irrigation	62%	77%
	Revenues generated from green fees	\$4,843,068	\$5,258,600
Tier 3			
5 Camp Mather	Number of guests	4,000	4,000
	Occupancy rate during peak season	95%	95%
	Number of times per day restrooms cleaned during peak season	2	2
	Number of times per year visited by Rec/Park maintenance crew	2	2

Department unable to provide certain performance measure data.
--

Impact of Funding Adjustments and Recommendations

Department: 42 Recreation and Park
 Program: City-wide Park Services

Impact of Funding Adjustments:

1994-95 Funding Level: \$22,498,551

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
0%	\$0 (\$22,498,551)	All tree and turf care would cease, thereby causing a public safety hazard. Athletic fields could no longer be used. Park grounds would become unsafe because of existence of overaged trees. Lack of maintenance would cause all Recreation and Park facilities to become attractive nuisances and therefore a liability to the City. Costs would have to be incurred in order to close all facilities and to respond to fires, looting, vandalism, etc. Recreation programming could no longer function.
80%	\$17,998,841 (\$4,499,710)	Athletic field renovation would be eliminated, thereby leading to unsafe and unusable athletic fields. Reforestation program would be curtailed, resulting in increase in tree hazard control work. Between 30 and 40 recreational facilities would have to be closed so that maintenance could be directed to high-use facilities. Reduction in Structural Maintenance staff would eliminate graffiti abatement, preventative maintenance, energy conservation, emergency response, children's play area maintenance and deliveries and would result in closure of three swimming pools and certain recreation programs. Structural maintenance backlog would increase to 80 percent of job orders.
95%	\$21,373,623 (\$1,124,928)	Tree hazard control, athletic field renovation and reforestation would be reduced from already inadequate levels. Clean-up of roadway debris would be reduced, thereby increasing potential for uncontrolled fires. Reduction in Structural Maintenance staff would lead to increase in backlog to 65% of job orders. Closure of recreational facilities would be likely.
110%	\$24,748,406 \$2,249,855	Rate of reforestation could increase moderately. Could expand tree assessment activities, tree hazard control and athletic field maintenance. Could better maintain larger parks. Deferred maintenance and renovations could be undertaken. Custodial coverage could be improved in high-use areas. Structural Maintenance backlog could be reduced. Could implement preventative maintenance, perform more work in-house rather than work-ordering to DPW, reduce DPW citations for hazardous sidewalks, improve clean-up efforts and reduce complaints from the public.

Sub-program Descriptions and Costs

Department: 42 Recreation and Park
Program: Administration and Support

Sub-programs:		1994-95		1995-96	
		FTE	Cost	FTE	Cost
1 General Manager's Office	Manages the 824 member, \$56 million Department.	5	\$436,627	5	\$350,257
2 Human Resources	Manages personnel functions, including hiring, payroll, EEO, training, worker evaluation, employee safety and discrimination.	8	698,604	8	560,412
3 Safety	Reviews all liability claims against Department and administers Workers Compensation. Also provides safety training. Provides for toxics and hazardous materials evaluation, lead and asbestos abatement, and accessibility improvements in Recreation & Park facilities	2	174,651	2	140,103
4 Budget & Accounting	Responsible for developing Department's budget and accounting.	8	698,604	8	560,412
5 Purchasing	Responsible for purchasing, contracts and inventory for entire Department.	2	174,651	2	140,103
6 Revenues	Responsible for billing, collecting and tracking revenues, and property management. Develops new revenue-generating opportunities.	13	1,135,231	13	910,669
7 MIS	Responsible for maintaining Department's WANG system, LANs, PCs and telecommunications system.	2	174,651	2	140,103
8 Director, Neighborhood Facilities*	Responsible for grant writing, volunteer coordination and fund raising for Department. Also acts as private sector liaison.	1	87,325	1	70,051
9 Planning	Responsible for implementing Park's Master Plan and for managing capital projects.	3	261,977	3	210,154

* Mandated sub-program

Sub-program Descriptions and Costs

Department: 42 Recreation and Park
 Program: Administration and Support

Sub-programs:

		1994-95		1995-96	
<u>Description</u>		<u>FTE</u>	<u>Cost</u>	<u>FTE</u>	<u>Cost</u>
10 Zoo Administration	The San Francisco Zoo is operated under a partnership agreement between the Department and the San Francisco Zoological Society, under which the Zoo Society receives all \$1.98 million in annual zoo admissions and reimburses the Department for approximately \$986,000 in utility charges. In addition, the agreement requires the City to pay the Zoo Society an annual management fee of \$4 million. The Department continues to conduct the payroll and personnel functions for all remaining permanent City Zoo employees, but the cost of their salaries and fringe benefits is reimbursed by the Zoo Society. The Zoo consists of 93 animal exhibits in the main zoo, plus a children's zoo, avian conservation center, insect zoo and mobile zoo.	60	\$5,239,528	58	\$4,062,984
TOTAL		104	\$9,081,849	102	\$7,145,248

Performance Measures and Objectives by Sub-program

Department:	42 Recreation and Park		
Program:	Administration and Support		
Sub-programs:	<i>Objectives/Performance Measures:</i>	<u>1994-95</u>	<u>1995-96</u>
1 General Manager's Office			
2 Human Resources	Number of complaints investigated Number of EEO complaints investigated Number of disciplinary actions		
3 Safety	Number of workers compensation claims Number of claims investigated Workers compensation costs		
4 Budget & Accounting			
5 Purchasing	Number of contracts developed		
6 Revenues	Number of new concessions developed	5	
7 MIS	Number of new PCs purchased Percentage of conversion from WANG to PC network completed		
8 Director, Neighborhood Services	Grant monies received Number of volunteer hours Number of volunteer groups organized	\$350,000 5,000 3	3
9 Planning	Number of capital projects completed Number of times per year capital projects monitored	8 8	12
10 Zoo Administration			

Department unable to provide certain performance measure data.
--

Impact of Funding Adjustments and Recommendations

Department: 42 Recreation and Park
 Program: Administration and Support

Impact of Funding Adjustments:

1994-95 Funding Level: \$9,081,849

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
0%	\$0 (S9,081,849)	Personnel services, including hiring, payroll, training, worker evaluation and employee safety, would cease. Property management and revenue collection would cease, thereby resulting in a \$26 million reduction in revenues to the Department. In addition, the budget, accounting, purchasing, MIS and planning functions would cease to exist. Workers compensation costs would increase and lead and asbestos abatement would end. Charter would be violated due to elimination of Director of Neighborhood Services position.
80%	\$7,265,479 (S1,816,370)	Zoo management fee of \$4 million would be reduced by 45 percent to \$2,183,630. The City would be in violation of its contract with the Zoological Society, possibly leading to a lawsuit and/or the closure of the Zoo.
95%	\$8,627,757 (S454,092)	Zoo management fee would be reduced by 11 percent to \$3,545,908. The City would be in violation of its contract with the Zoological Society, possibly leading to a lawsuit and/or the closure of the Zoo.
110%	\$9,990,034 \$908,185	Eight positions would be added in property management, MIS, accounting, revenues and personnel. These additional positions would allow the Department to maximize potential revenues from existing leases, identify additional revenue opportunities, complete the conversion from WANG to LANs, automate various functions in the Department, recommend appropriate employee classifications and perform other services. In addition, the MIS budget would be increased by \$120,000 for the acquisition of additional software and application programs. The department-wide materials and supplies budget would be increased by \$50,000. Temporary salaries and services of the City Attorney's Office would be increased by \$50,000 each because of previous deficits in these two areas. Also, \$50,000 would be added to install a Voice Mail system.

Sub-program Descriptions and Costs

Department: 42 Recreation and Park
 Program: Candlestick Park

Sub-programs:

		1994-95		1995-96	
<u>Description</u>		<u>FTE</u>	<u>Cost</u>	<u>FTE</u>	<u>Cost</u>
1 Candlestick Stadium	Responsible for the operation and on-going maintenance of this 70,000-seat stadium, the playing field and the 8,000-vehicle capacity parking lot at Candlestick Park. Responsibilities include maintenance of the physical plant, boilers, electrical systems, plumbing, the sound system, scoreboard and field. In addition, provide janitorial services to the office space occupied by the Department, the Giants and the Forty-Niners. Responsible for fulfilling contractual obligations contained in the Giants and Forty-Niners leases. The stadium includes 94 luxury suites, a restaurant and a small conference center.	20	\$5,950,118	20	\$5,987,723
TOTAL		20	\$5,950,118	20	\$5,987,723

Performance Measures and Objectives by Sub-program

Department:

42 Recreation and Park

Program:

Candlestick Park

Sub-programs:

Objectives/Performance Measures:

1 Candlestick Stadium

	<u>1994-95</u>	<u>1995-96</u>
Number of special events held at Stadium		
Number of events held in parking lot	35	35
Revenue from TV truck hook-ups	\$45,000	\$50,000
Percentage of baseball games started on schedule	100%	100%
Percentage of football games started on schedule	100%	100%
Revenues from San Francisco Giants	\$682,300	\$1,546,300
Revenues from San Francisco Forty-Niners	\$3,740,405	\$4,766,898
Total Stadium revenues	\$5,299,305	\$7,194,791
Attendance		

Department unable to provide certain performance measure data.
--

Impact of Funding Adjustments and Recommendations

Department: 42 Recreation and Park
 Program: Candlestick Park

Impact of Funding Adjustments:

1994-95 Funding Level: \$5,950,118

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
0%	\$0	Candlestick Stadium would be closed, thereby resulting in \$5.3 million in lost revenues to the City. The City (\$5,950,118) would be in violation of its leases with the Giants and the Forty-Niners, thereby resulting in lawsuits.
80%	\$4,760,094 (\$1,190,024)	Contractual services budget would be reduced by 78 percent, thereby resulting in the removal of portable toilets from the parking lot, the elimination of janitorial services on game days, the shutting down of elevators and escalators, the termination of window washing, a reduction in equipment maintenance and repairs and the termination of the annual field replacement contract. In addition, the security division would be eliminated. These reductions would result in the violation of the Forty-niners and Giants leases, non-compliance with ADA regulations, a negative public opinion regarding the Stadium's sanitary conditions and an increase in break-ins and theft at the Stadium. In addition, major areas of the Stadium would have to be closed due to safety hazards.
95%	\$5,652,612 (\$297,506)	Contractual services budget would be reduced by 25 percent, thereby resulting in the removal of portable toilets from the parking lot, a 23 percent reduction in janitorial services on game days, the shutting down of some elevators and escalators, the termination of window washing and the termination of the annual field replacement contract. These reductions would result in protests from the Giants and the Forty-niners and public complaints regarding the Stadium's sanitary conditions.
110%	\$6,545,130 \$595,012	Would hire five stationary engineers, one senior engineer, two park rangers, one custodian, one painter and one plumber. Results would be fewer complaints from the Forty-niners, Giants, luxury suite tenants and the press box. Staff could respond to emergencies quicker. Preventative maintenance would be increased and fewer breakdowns would result. Security would be enhanced and the public's perception of Candlestick Stadium would improve.

Sub-program Descriptions and Costs

Department: 42 Recreation and Park
 Program: Marina Yacht Harbor

Sub-programs:

		1994-95		1995-96	
<u>Description</u>		<u>FTE</u>	<u>Cost</u>	<u>FTE</u>	<u>Cost</u>
1 Yacht Harbor	Operates and maintains a 700-berth marina for recreational vessels from 20 to 90 feet in length. Operates and collects berthing fees for transient berthing for local area boaters and cruisers from other countries. Maintains and provides security for two main basins (West Harbor and Gas House Cove) and the floating dock systems. Also responsible for dredging sediment from the harbor and maintaining the Marina green.	15	\$1,275,132	15	\$1,263,996
<hr/> TOTAL		15	\$1,275,132	15	\$1,263,996

Performance Measures and Objectives by Sub-program

Department: 42 Recreation and Park
 Program: Marina Yacht Harbor

Sub-programs:

Objectives/Performance Measures:

		<u>1994-95</u>	<u>1995-96</u>
1 Yacht Harbor	Number of cubic yards of sediment dredged from harbor	40,000	20,000
	Occupancy rate	95%	95%
	Percentage of tenant requests for maintenance responded to within 72 hours	90%	95%
	Percentage of restrooms cleaned twice daily	50%	95%
	Revenues generated	\$1,476,958	\$1,513,130

Impact of Funding Adjustments and Recommendations

Department: 42 Recreation and Park
Program: Marina Yacht Harbor

Impact of Funding Adjustments:

1994-95 Funding Level: \$1,275,132

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
------------------	------------------	---------------

0%	\$0	Management responsibilities for the Yacht Harbor would revert to the State. San Francisco would become (\$1,275,132) vulnerable to litigation for breach of contract by several concessionaires at the Yacht Harbor. The City would lose \$1.5 million in revenues generated by the Yacht Harbor.
----	-----	---

80%	\$1,020,106	The maintenance dredging program would be suspended. The loss of navigable depths in the Harbor could lead (\$255,026) to intervention from the State and a subsequent loss of revenue to the City.
-----	-------------	---

95%	\$1,211,375	The current five-year dredging plan would be extended to a six or seven year program. (\$63,757)
-----	-------------	--

110%	\$1,402,645	Additional funding would be used to augment the Dredging Fund in the event that alternative and more costly \$127,513 disposal sites for dredged materials were needed.
------	-------------	---

Fiscal Year 1995-96 Recommendations

Department: 42 Recreation and Park

Program: Recreation

Recommended 1995-96 Funding Levels:

<u>Department</u>	<u>Mayor's Office</u>	<u>Budget Analyst</u>
\$13,335,958		\$13,058,584

Explanation of Differences:

Reorganization of Recreation Division

The current organizational structure of the Recreation Division is inefficient because (a) there is a variable span of control between Athletics, Aquatics and Community Services, (b) responsibility is unequally distributed among the Recreation Centers; (c) there are excessive administrative costs, and (d) unclear lines of responsibility exist. In order to flatten the chain of command and to provide better accountability to the community, the Recreation Division should be reorganized into two geographical areas. The specific changes we recommend are as follows:

1. The nine existing programs should be combined to form one recreation program under the direction of the existing Recreation Superintendent. By eliminating sectional identities, staff and facilities become available for use in all recreation programs.
2. The City should be divided into two geographical areas (Divisions A and B). Each of these geographical areas would be headed by the two existing Assistant Superintendents of Recreation who would be responsible for overall supervision and coordination of the Recreation programming in his/her area of the City. Division A would consist of recreational facilities located primarily in the northern and western sections of the City. Division B would consist of recreational facilities located primarily in the southern and eastern sections of the City. Special interest facilities, notably the Junior Museum, the Harvey Milk Building, the Sharon Arts Studio, the Latch Key sites and the swimming pools, would be assigned to the appropriate geographic region.
3. The existing satellite system would be retained, but one additional satellite (Richmond) would be formed. Division A would consist of the Moscone, Sunset, Chinese Center and Upper Noe satellites plus the new Richmond satellite. Division B would consist of the Mission, Joseph Lee, Ocean View, Portola and St. Mary's satellites. These satellites would be supervised by 10 Principal Recreation Supervisors. In addition to supervising the satellites, these staff would be responsible for designing a recreation program combining those aspects of the community services, athletics, aquatics and cultural programs of recreation which best meet the needs of the community in which the satellite is located. This change would require the reclassification of two Assistant Recreation Supervisors to Principal Recreation Supervisors.

Fiscal Year 1995-96 Recommendations

4. In addition to staff for the two geographic sections of the Recreation Division, a third group composed of support staff would be formed. The primary responsibility of this group would be to put together the staff, materials, supplies and equipment for recreation programs to be offered in recreation facilities throughout the City. Based on input from area supervisors and the satellite recreation supervisors, this group would propose a draft catalogue of proposed recreation programs. This catalogue would represent the proposed range of programs for a given quarter (i.e. spring, summer, fall, winter). Actual programs offered at any facility would become a function of demand with staff in the central support group responsible for getting the staff, materials, supplies and equipment necessary for the programs. In addition, this group would be responsible for City-wide athletic leagues, athletic and other facility reservations and summer day camps.

Specific staffing for this support group would be as follows:

1 Principal Recreation Supervisor

2 Recreation Supervisors

5 Assistant Recreation Supervisors

1 Recreation Director

3 Clerk Typists

Part-time Recreation Directors and Assistant Recreation Directors

One existing Recreation Supervisor, one existing Recreation Director and three part-time staff would continue their responsibility for coordinating the City-wide athletic leagues. One existing Assistant Recreation Supervisor, one Clerk Typist (reclassified from an existing Recreation Director position) and four part-time staff would continue their oversight of athletic facility reservations. One Recreation Supervisor, one Assistant Recreation Supervisor, one Clerk Typist (reclassified from a Recreation Director position) and five part-time staff would continue to handle all other facility reservations. The remaining three Assistant Recreation Supervisors and one existing Clerk Typist would be responsible for coordinating programs in the recreation centers, hiring part-time staff, administering the summer day camps and assigning substitutes to the recreation centers. These changes would require the reclassification of one existing Assistant Recreation Supervisor position to a Principal Recreation Supervisor position.

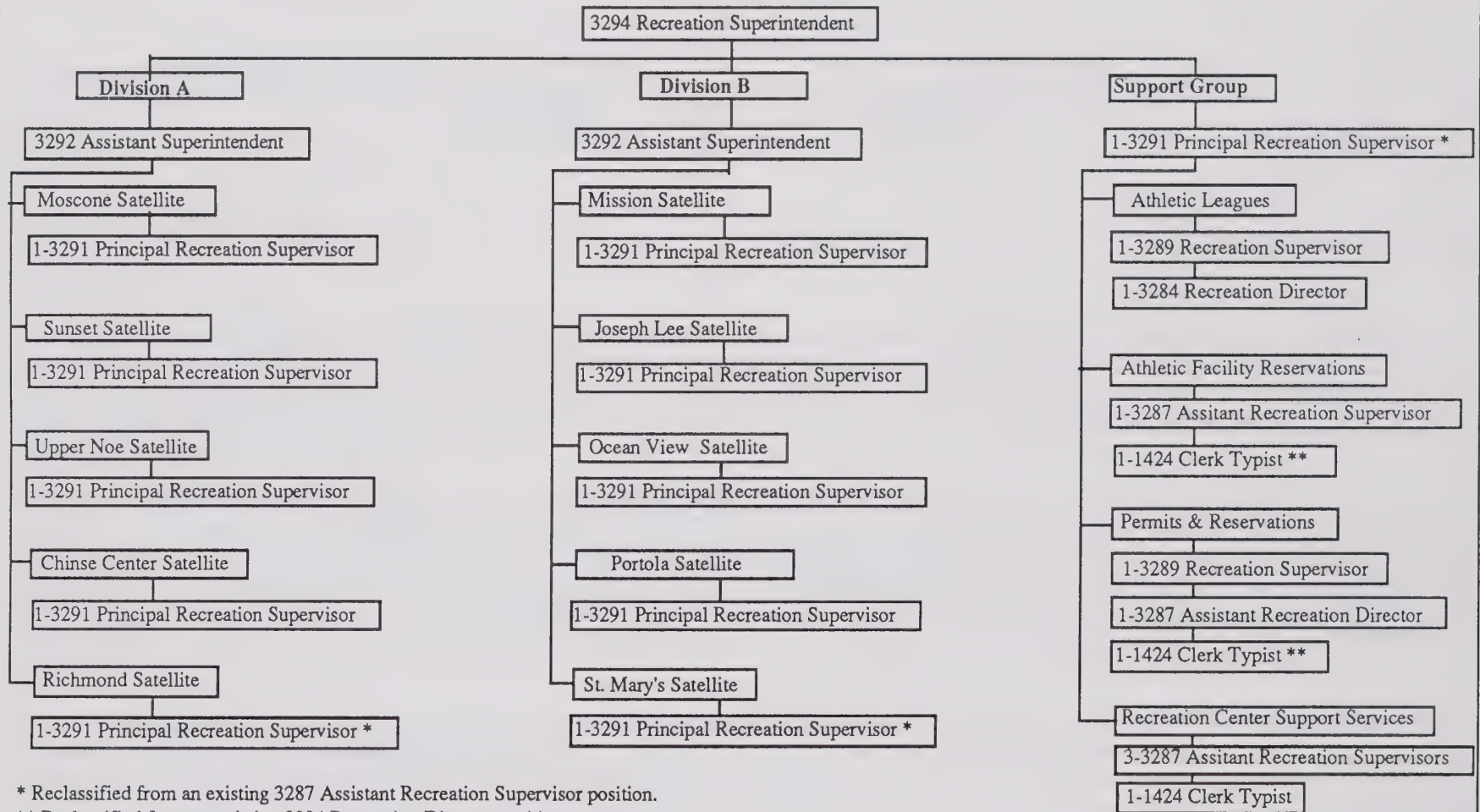
Overall, the proposed organizational changes would require the reclassification of three Assistant Recreation Supervisors to Principal Recreation Supervisors, at an annual cost of \$31,333 (including fringe benefits), (b) the reclassification of two full-time Recreation Directors to Clerk Typist positions, for an annual savings of \$10,826 (including fringe benefits), and (c) the elimination of five Assistant Recreation Supervisor positions, at an annual savings of \$297,881, for a net savings of \$277,374. These organizational changes would decentralize program design and supervision, making possible the creation of recreation programs that are neighborhood-responsive. On the next page is the proposed organizational chart for the Recreation Division.

Summary of Recommended Savings:

Reduction in Permanent Salaries	\$227,356
Reduction in Mandatory Fringe Benefits	<u>50,018</u>
Total Savings	<u>\$277,374</u>

Fiscal Year 1995-96 Recommendations

Proposed Organizational Chart - Recreation Division



* Reclassified from an existing 3287 Assistant Recreation Supervisor position.

** Reclassified from an existing 3284 Recreation Director position.

Notes:

1. The nine swimming pools, the senior centers, Latch Key sites, and other specialized recreational facilities would be divided up among the above satellites according to their geographic location. Summer day camps would be administered by the Support Group.
2. The remaining existing 3284 Recreation Director positions and temporary staff would be distributed throughout the recreation centers as needed.

Fiscal Year 1995-96 Recommendations

Department: 42 Recreation and Park

Program: Golden Gate Park

Recommended 1995-96 Funding Levels:

<u>Department</u>	<u>Mayor's Office</u>	<u>Budget Analyst</u>
\$5,513,767		\$5,190,538

Explanation of Differences:

Gardeners

There is one class of gardeners (3417 Gardener) which provides most of the actual labor for grounds maintenance. However, we have noted that a substantial portion of the gardener's time is spent performing non-horticultural activities such as picking up litter and assisting custodians. In some of the more natural sections of Golden Gate Park, skilled horticultural work is at a minimum. For the most part, separate mobile crews are responsible for mowing and tree maintenance, leaving grounds crews responsible for watering, clean-up and occasional pruning.

Given the nature of grounds maintenance work as described above, the present classification is overqualified and overpaid for much of the work. According to the Department, gardeners in Golden Gate Park spend approximately five percent of their time or 5,729 hours per year picking up litter. This non-horticultural work should be the responsibility of custodians. Therefore, the Budget Analyst recommends reclassifying three 3417 Gardener positions, which represent approximately 5,544 hours per year, to 2708 Custodian positions, at an estimated annual savings of \$30,093 per year, including fringe benefits. In this way, gardeners could dedicate their time solely to horticultural work and the under-staffed custodial crew would increase by three custodians to 13 custodians in Golden Gate Park.

In addition, a new classification such as an assistant gardener should be created to perform much of the lower-skilled work such as watering, weeding, pruning and edging, while other higher-skilled duties, such as spraying, erosion control, planting and fertilization could remain the sole responsibility of the existing 3417 Gardener position. According to the Department, gardeners in Golden Gate Park currently spend approximately 57 percent of their time or 65,308 hours per year performing the aforementioned lower-skilled duties. The creation of a lower-paid classification such as an assistant gardener that could perform the lower-skilled duties would improve productivity as well as reduce costs.

Fiscal Year 1995-96 Recommendations

The Budget Analyst recommends reclassifying 35-3417 Gardener positions, which represent approximately 64,680 hours per year, to a new Assistant Gardener classification. Based on a comparison of the proposed Assistant Gardener classification to other classifications in the City's Salary Standardization Ordinance and on a survey of other jurisdictions, the Budget Analyst assumes that the proposed Assistant Gardener would earn approximately 17.5 percent less than the existing 3417 Gardener classification and that it would be eligible for promotion to the 3417 Gardener position through attrition. Thus, the biweekly salary of the proposed Assistant Gardener classification would be \$1,026 to \$1,243 (\$26,779 to \$32,442 annually), versus a biweekly salary of \$1,243 to \$1,506 (\$32,442 to \$39,307 annually) for the existing 3417 Gardener classification. The reclassification of 35-3417 Gardener positions to this new classification would therefore result in approximately \$293,136 in savings annually (\$8,375 in savings per position including fringe benefits x 35 positions).

The combination of reclassifying 3417 Gardeners to either a new Gardener Assistant classification or to the 2708 Custodian would generate savings of \$323,229 per year to the Department (\$30,093 plus \$293,136). The above recommendations could be implemented concurrent with the hiring of additional custodians and gardeners with revenues generated by the PRIDE assessment district, which was recently approved by the Board of Supervisors.

Lila Wallace - Reader's Digest Grant

The Department has recently received notice that it is eligible to receive a grant from the Lila Wallace - Reader's Digest Foundation in the amount of \$1.6 million, plus private matching funds of \$1.6 million, for a total of \$3.2 million over a five-year period specifically for Golden Gate Park. However, according to the Department, the grantor has stipulated that in order to receive this grant, there can be no reduction in funding for Golden Gate Park from the current FY 1994-95 level.

However, the Budget Analyst has identified \$242,422 in potential savings for FY 1995-96. In the Budget Analyst's professional opinion, these savings could be achieved without reducing the current level of service. As a result, the Budget Analyst recommends the implementation of the above cost-saving measures, which would result in savings of \$323,229 per year.

Summary of Recommended Savings:

Conversion of Gardeners to Custodians:

Reduction in Permanent Salaries	\$24,666
Reduction in Mandatory Fringe Benefits	<u>5,427</u>
Subtotal	\$30,093

New Assistant Gardener Classification:

Reduction in Permanent Salaries	\$240,275
Reduction in Mandatory Fringe Benefits	<u>52,861</u>
Subtotal	\$293,136

Total Savings	<u>\$323,229</u>
---------------	------------------

Policy Options

Department: 42 Recreation and Park

Program: Golden Gate Park

Policy Options for FY 1995-96

Strybing Arboretum & Botanical Gardens

The Strybing Arboretum & Botanical Gardens, founded in 1940, are located on a 70-acre section of Golden Gate Park. The Arboretum and Gardens contain 7,500 rare and unusual plants from around the world, including the Mediterranean and Asian plant collections, the California Native Plant Garden, the New World Cloud Forest, the Garden of Fragrance and the Redwood Trail. The Arboretum is operated by the Strybing Arboretum Society, a non-profit organization, in partnership with the City through the Recreation and Park Department. The City provides grounds maintenance and custodial services, while the Arboretum Society's services include educational activities, collections management, fundraising, funding for capital projects and garden development, library and bookstore operations, nursery support and volunteer activity. The total annual budget for the Arboretum is approximately \$1.9 million, \$1 million (53 percent) of which comes from the City and \$900,000 (47 percent) of which comes from the Arboretum Society.

According to the Society, Strybing Arboretum is one of the few nationally-ranked arboreta which does not charge an admission fee. Moreover, arboreta that charge admission fees, including New York City, Chicago, Los Angeles, Atlanta and Denver, charge between \$3 and \$6 per adult and offer discounts for senior citizens, children and weekday visits. As such, the Arboretum Society has proposed charging an admission fee of \$4 for adults for entrance into the Strybing Arboretum & Botanical Gardens.

There are currently entrance gates at the east and north ends (near the Japanese Tea Garden) of the Arboretum. The Society has proposed setting up ticket booths and turnstiles at each of these two entrances. The Society would hire vendors to staff the gates and to collect admission fees. The estimated one-time cost of constructing ticket booths and installing turnstiles would be approximately \$25,000. The estimated annual cost for personnel to staff the gates eight hours a day, seven days a week, is approximately \$110,000 per year, for a total cost of \$135,000 in FY 1995-96. These costs would be paid for by the Arboretum Society out of the revenues generated by the proposed admission fee, and the remaining revenues would be divided equally between the Department and the Arboretum Society.

Below is the fee schedule proposed by the Arboretum Society:

Adults (ages 12 + up)	\$4.00
Seniors	1.00
Children (ages 6 - 12)	1.00
Children (under 6)	free
Arboretum Society members	free
One weekday per week	free

Policy Options

The Budget Analyst supports the implementation of an admission fee, but considers the amount of that fee to be a policy option for the Board of Supervisors. The Budget Analyst proposes a range of between \$2 and \$4 for adults, which would generate revenues of between \$175,750 and \$364,750 per year to the City, as reflected in the table below:

No. of Adult Admissions (ages 12 + up)	315,000		
No. of Child Admissions (ages 6 - 12)	35,000		
No. of Child Admissions (under 6)	<u>25,000</u>		
Total Estimated Annual Admissions	375,000		
	<u>\$2.00 Adult Admission Fee</u>	<u>\$3.00 Adult Admission Fee</u>	<u>\$4.00 Adult Admission Fee</u>
Adult Admission Revenues	\$630,000	\$945,000	\$1,260,000
Children Admission Revenues @ \$1 ea.	<u>35,000</u>	<u>35,000</u>	<u>35,000</u>
Subtotal Revenues	\$665,000	\$980,000	\$1,295,000
Less "Free" Day (10% visit free)	(\$66,500)	(\$98,000)	(\$129,500)
Lees Senior Discount (25% srs. @ \$1 ea.)	(78,750)	(157,500)	(236,250)
Less Members (5% become members)	(33,250)	(49,000)	(64,750)
Total Admission Revenues	\$486,500	\$675,500	\$864,500
Less One-time Construction Costs	(25,000)	(25,000)	(25,000)
Less Annual Personnel Costs	<u>(110,000)</u>	<u>(110,000)</u>	<u>(110,000)</u>
Balance of revenues remaining	\$351,500	\$540,500	\$729,500
Strybing Arboretum Society's share (50%)	\$175,750	\$270,250	\$364,750
Recreation & Park Department's share (50%)	\$175,750	\$270,250	\$364,750

Fiscal Year 1995-96 Recommendations

Department: 42 Recreation and Park

Program: City-wide Park Services

Recommended 1995-96 Funding Levels:

<u>Department</u>	<u>Mayor's Office</u>	<u>Budget Analyst</u>
\$21,242,619		\$20,552,583

Explanation of Differences:

Gardeners

There is one class of gardeners (3417 Gardener) which provides most of the actual labor for grounds maintenance. However, we have noted that a substantial portion of the gardener's time is spent performing non-horticultural activities such as picking up litter and screening sand areas to remove glass. In many district parks and squares, skilled horticultural work is at a minimum. For the most part, separate mobile crews are responsible for mowing and tree maintenance, leaving grounds crews responsible for watering, clean-up and occasional pruning.

Given the nature of grounds maintenance work as described above, the present classification is overqualified and overpaid for much of the work. According to the Department, gardeners in the Neighborhood Parks Division spend approximately six percent of their time or 11,532 hours per year picking up litter and screening sand areas to remove glass. This non-horticultural work should be the responsibility of custodians. Therefore, the Budget Analyst recommends reclassifying six 3417 Gardener positions, which represent approximately 11,088 hours per year, to 2708 Custodian positions, at an estimated annual savings of \$60,185 per year, including fringe benefits. In this way, gardeners could dedicate their time solely to horticultural work and the under-staffed custodial crew would increase by six custodians to 61 custodians in Neighborhood Parks & Squares.

In addition, a new classification such as an assistant gardener should be created to perform much of the lower-skilled work such as watering, weeding, pruning and edging, while other higher-skilled duties, such as forestry, spraying, athletic field maintenance, erosion control, planting and fertilization could remain the sole responsibility of the existing 3417 Gardener position. According to the Department, gardeners in Neighborhood Parks and Squares currently spend approximately 55 percent of their time or 105,706 hours per year performing the aforementioned lower-skilled duties. On the other hand, the gardeners assigned to the Urban Forestry Division spend the majority of their time performing higher-skilled duties such as reforestation and erosion control. The creation of a lower-paid classification such as an assistant gardener that could perform the lower-skilled duties would improve productivity as well as reduce costs.

Fiscal Year 1995-96 Recommendations

The Budget Analyst recommends reclassifying 57-3417 Gardener positions, which represent approximately 105,336 hours per year, to a new Assistant Gardener classification. Based on a comparison of the proposed Assistant Gardener classification to other classifications in the City's Salary Standardization Ordinance and on a survey of other jurisdictions, the Budget Analyst assumes that the proposed Assistant Gardener would earn approximately 17.5 percent less than the existing 3417 Gardener classification and that it would be eligible for promotion to the 3417 Gardener position through attrition. Thus, the biweekly salary of the proposed Assistant Gardener classification would be \$1,026 to \$1,243 (\$26,779 to \$32,442 annually), versus a biweekly salary of \$1,243 to \$1,506 (\$32,442 to \$39,307 annually) for the existing 3417 Gardener classification. The reclassification of 57-3417 Gardener positions to this new classification would therefore result in approximately \$477,392 in savings annually (\$8,375 in savings per position including fringe benefits x 57 positions).

The combination of reclassifying 3417 Gardeners to either a new Gardener Assistant classification or to the 2708 Custodian would generate savings of \$537,577 per year (\$477,392 plus \$60,185). The above recommendations could be implemented concurrent with the hiring of additional custodians and gardeners with revenues generated by the PRIDE assessment district, which recently received approval by the Board of Supervisors.

Reorganization: Neighborhood Parks & Squares

Neighborhood Parks & Squares is divided into three geographical areas. Each of these subdivisions is headed by a 3464 Area Supervisor. Since these subdivisions do not correspond to those used by the Recreation Division, coordination of maintenance activities with recreation activities requires area supervisors in recreation to talk to two or three grounds maintenance supervisors. As a result, communication between the two divisions is essentially nonexistent.

This problem could be largely overcome by reorganizing the maintenance sections to correspond with the proposed Recreation Division organization. Specifically, for grounds maintenance purposes, we propose that the City be divided into two geographic areas, each containing ten satellites, as is proposed for the Recreation Division. Golden Gate Park would remain a separate division, as Golden Gate Park is primarily maintenance-intensive but has few organized recreational activities.

Neighborhood Parks & Squares would continue to be headed by 3466 Assistant Superintendent for Parks. However, instead of the three existing geographic sections, Neighborhood Parks & Squares would consist of two geographic areas, each headed by a 3464 Area Supervisor. The two geographic areas would then be subdivided to correspond with the Recreation Division's satellite system. Each of these ten subdivisions would be headed by a 3418 Gardener Assistant Supervisor who would be responsible for coordinating the maintenance activities in his/her area and communicating with the 3291 Recreation Supervisor in charge of the satellite to ensure that maintenance priorities take into account recreational programming needs. The remaining staff of 3417 Gardeners and the proposed Assistant Gardener classification would be distributed among the facilities in each satellite in accordance with the type of work actually required at each facility.

Fiscal Year 1995-96 Recommendations

Another area of potential savings is through the substitution of custodial assistant supervisors for gardener assistant supervisors. Currently, custodians assigned to each subdivision are supervised by the gardener assistant supervisor assigned to that subdivision. Substituting custodial supervisors for gardener assistant supervisors would be less costly and more appropriate, and both gardening and custodial staff would be more equitably distributed among supervisors than under the existing organization. Two 3422 Park Section Supervisors remaining after the consolidation of the Neighborhood Parks Division from 13 subdivisions to 10 subdivisions could be reclassified to two 2716 Custodial Assistant Supervisors, at an estimated annual savings of \$32,925 (including fringe benefits).

This reorganization would result in a one-on-one correspondence between recreation and maintenance staff, facilitating coordination of the activities of the two divisions. In addition, significant personnel savings would result. One supervisory gardening position (3418) and one area supervisor (3464) would be eliminated, at an annual savings of \$119,534 (including fringe benefits). Combined with the \$32,295 in savings resulting from the reclassification of two 3422s to 2716s, total annual savings of \$152,459 would result.

The next page shows the proposed organizational chart for Neighborhood Parks & Squares.

Summary of Recommended Savings:

Conversion of Gardeners to Custodians:

Reduction in Permanent Salaries	\$49,332
Reduction in Mandatory Fringe Benefits	<u>10,853</u>
Subtotal	\$60,185

New Assistant Gardener Classification:

Reduction in Permanent Salaries	\$391,305
Reduction in Mandatory Fringe Benefits	<u>86,087</u>
Subtotal	\$477,392

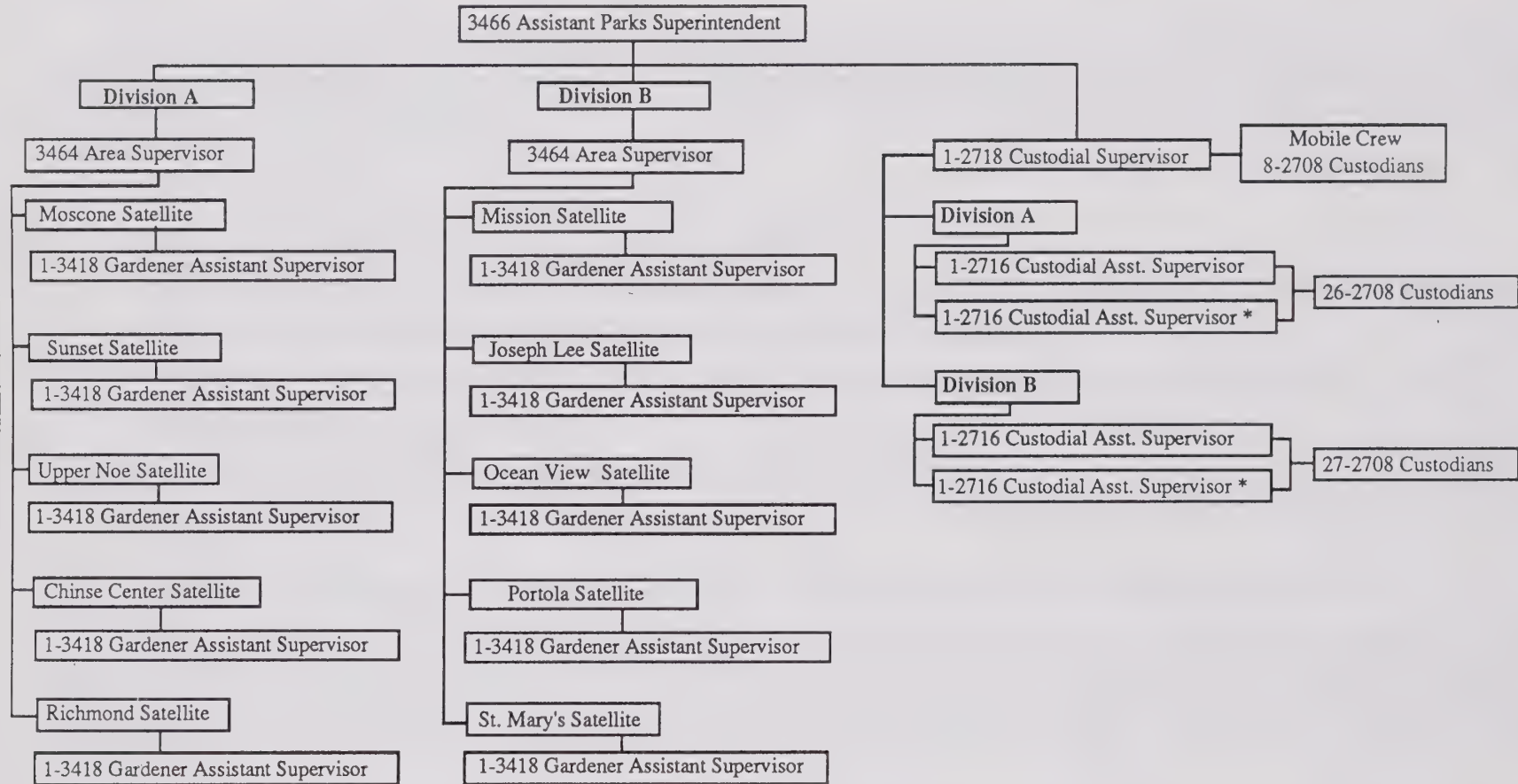
Neighborhood Parks & Squares Reorganization:

Reduction in Permanent Salaries	\$124,967
Reduction in Mandatory Fringe Benefits	<u>27,492</u>
Subtotal	\$152,459

Total Savings	<u>\$690,036</u>
---------------	------------------

Fiscal Year 1995-96 Recommendations

Proposed Organizational Chart - Neighborhood Parks & Squares



* Reclassified from an existing 3422 Park Section Supervisor position.

Notes:

1. The swimming pools and athletic facilities would be distributed among the different satellites according to their geographic location.
2. The gardening staff would be distributed throughout the satellites as needed.

Program Area Overview

Program Area: Analysis of Management /Administrative and Office/Clerical Positions

Department(s) Involved: All General Fund and General Fund Supported Departments

1. General

The Budget Analyst has conducted an analysis of management/administrative and office/clerical positions in all City departments and, for General Fund and General Fund Supported City departments, identified positions that could be eliminated or associated with an equivalent amount of salary savings, without adversely affecting public services. The major steps in the analysis included the following specific tasks:

- Determining what data were available for conducting the analysis;
- Selecting the basis for identifying potential cost savings;
- Identifying and selecting a system for grouping positions into classifications suitable for making recommendations;
- Obtaining the available data in a format suitable for performing the analysis;
- Analyzing position data to determine the number of management/administrative and office/clerical positions in each department for the relevant time periods;
- Applying the selected method of analysis to each department's position data;
- Advising each Department with increases in relevant position categories of our preliminary recommendations to effect savings;
- Evaluating departmental responses and amending, where warranted, our preliminary recommendations;

We determined that the Annual Salary Ordinance (ASO) database maintained by the Civil Service Commission contained position classification and position count information for the past ten years. We also determined that the position data was maintained in Equal Employment Opportunity Commission (EEOC) categories by the Department of Human Resources (DHR) to satisfy various reporting requirements, and that those position categories included management/administrative and office/clerical categories.

We reviewed the available data and determined that between FY 1984-85 and FY 1994-95 there was a total increase of 913 positions in the database, from a total of 24,304 such positions to a total of 25,217 positions, not including positions in the Unified School District or the Community College District. The increase of 913 positions includes an net increase of 225 management/administrative support positions and a net decrease of 280 office/clerical positions.

Program Area Overview

Program Area: Analysis of Management /Administrative and Office/Clerical Positions

Department(s) Involved: All General Fund and General Fund Supported Departments

We then identified the *percentage* of management/administrative support and clerical/office positions in each department's total FY 1984-85 count and applied those percentages to each department's FY 1994-95 total position count to develop preliminary recommendations for effecting savings. This process resulted in a total of 186 management/administrative positions and 142 office/clerical positions being identified for possible elimination. Further evaluation of departmental responses to those initial evaluations resulted in a total of 66 management/administrative positions and 38 office/clerical positions, or an equivalent amount of salary savings, being recommended for budget reductions.

Program Area Description and Analysis

Program Area: Analysis of Management /Administrative and Office/Clerical Positions

Department(s) Involved: All General Fund and General Fund Supported Departments

To begin the process of evaluating increases in management/administrative and office/clerical positions over the past several years, we determined that we could use the DHR database used to produce of the City's Annual Salary Ordinance (ASO). Further, we determined that the ASO data were maintained in Equal Employment Opportunity Commission (EEOC) categories, as follows:

- A Officials and Administrators
- B Professionals
- C Technicians
- D Protective Service Workers
- E Paraprofessionals
- F Office and Clerical
- G Skilled Craft Workers
- H Service-Maintenance Workers
- X Elected, Exempt and Unclassified

Our review of specific positions within those categories disclosed that *professional administrative positions* were included in Category B and were not separately identified from *non-administrative* professional positions. We then identified and placed in a separate category those position classifications which we determined to be primarily administrative and administrative support in nature. Attachment I is a listing of those professional position classifications which the Budget Analyst has included in this separate administrative support category.

We also allocated the unclassified positions in Category X, Elected, Exempt and Unclassified positions, to categories that reflect the nature of the positions. Finally, we consolidated all of each Department positions into three groups as follows:

Group 1 - Officials, Administrators, Administrative Support, Elected, and Appointed positions

Group 2 - Office/Clerical positions;

Group 3 - All other positions.

Program Area Description and Analysis

Group 1 Positions: Officials, Administrators, Administrative Support, Elected and Appointed

We then developed ratios, expressed as percentages, of management and administrative positions to total positions, for all departments for fiscal years 1984-85 and 1994-95. Where there were increases in these percentages, we identified the position reductions that would result if FY 1994-95 position counts were reduced to FY 1984-85 percentage levels (See Attachment II).

We found that 20 departments had a higher percentage of officials and administrators, professional administrative support, and elected and exempt employees in FY 1994-95 than in FY 1984-85. These 20 departments had a total of 186 more positions, on a percentage basis, in FY 1994-95 than in FY 1984-85. Accordingly, our initial recommendations were submitted to these 20 departments with the request that they review the data for accuracy and provide the Budget Analyst with any information which would serve to cause us to amend our recommendations as to the number of positions to be deleted. Responses were received from each of the 20 departments. Based on those responses, we amended our recommendations affecting a total of 120 positions previously identified for elimination. Our preliminary recommendations were amended based on substantiation of the following circumstances:

1. Positions which were already deleted because of the City's early retirement program (Proposition A) but which remained in the 1994-95 DHR data base for on-going accountability;
2. Positions which were included in the 186 position count in error due to inconsistent classification of positions between the fiscal year 1984-85 data and the FY 1994-95 data;
3. Positions which were clearly documented to be revenue producing positions;
4. Positions which were mandated, such as the new Superior Court judge created by the State of California in 1987, positions specifically identified in consent decrees, etc.;
5. Positions which were transferred from other departments due to reorganization of City functions such as the City Charter amendments creating the Department of Transportation and the Department of Parking and Traffic;
6. Positions which had previously been performed on a more costly contractual basis and were converted to comparable Civil Service positions.

On the basis of the foregoing, we have withdrawn 120 of our 186 recommendations, as shown in Attachment II to this report and continue to recommend that 66 Officials, Administrators, Administrative Support, Elected and Appointed positions, or an equivalent amount of salary savings, be eliminated from the FY 1995-96 Budget.

Group 2 Positions - Office/Clerical

We then developed ratios, expressed as percentages, of *office/clerical* positions to total positions, for all departments for fiscal years 1984-85 and 1994-95. Where there were increases in these percentages, we identified the position reductions which would result if fiscal year 1994-95 positions were reduced to FY 1984-85 percentage levels.

We found that a total of six departments had a greater percentage of clerical employees in FY 1994-95 than in FY 1984-85 (See Attachment II). These six departments had a total of 142 more positions, on a percentage basis, in FY 1994-95 than in FY 1984-85.

Program Area Description and Analysis

Accordingly, our initial recommendations were sent to these six departments with a request that they review the data for its accuracy and to provide the Budget Analyst with any information which would serve to cause us to amend our recommendations that these 142 positions be deleted. Responses were received from each of the six departments. Based on the same criteria used to amend our preliminary recommendations for Group 1 positions, we amended our recommendations affecting a total of 104 positions previously identified for elimination.

Effects of Recommendations on Services

Since all of the positions identified for possible elimination are administrative in nature, we believe that they can be deleted without significantly affecting existing service levels of the individual departments. In order to implement the recommendations without terminating existing City employees, the Board of Supervisors may wish to consider the alternative of increasing salary savings in each of the relevant departments equivalent to the dollar value of the salaries and fringe benefits of the positions recommended for elimination. Attachment III to this report shows the detailed recommendations for deletion of administrative and clerical positions and/or the equivalent amount of increased salary and fringe benefit savings.

Program Area Conclusions and Recommendations

Program Area:

Department(s) Involved:

Conclusion(s):

Between FY 1984-85 and FY 1994-95 there was a increase of 913 positions in the DHR database of City positions, from a total of 24,304 such positions to a total of 25,217 positions, not including positions in the Unified School District or the Community College District. The increase of 913 positions includes an net increase of 225 management/administrative support positions and a net decrease of 280 office/clerical positions.

We identified the *percentage* of management/administrative support and clerical/office positions in each department's total FY 1984-85 count and applied those percentages to each department's FY 1994-95 total position count to develop preliminary recommendations for effecting savings. This process resulted in a total of 186 management/administrative positions and 142 office/clerical positions being identified for possible elimination. Further evaluation of departmental responses to those initial evaluations resulted in a total of 66 management/administrative positions and 38 office/clerical positions, or an equivalent amount of salary savings, being recommended for budget reductions.

Since all of the positions identified for possible elimination are administrative in nature, we believe that they can be deleted without significantly affecting existing service levels of the individual departments. In order to implement the recommendations without terminating existing City employees, the Board of Supervisors may wish to consider the alternative of increasing salary savings in each of the relevant departments equivalent to the dollar value of the salaries and fringe benefits of the positions recommended for elimination.

Recommendation(s)

Attachment III to this report shows the detailed recommendations for deletion of management/administrative support and office/clerical positions, and/or an equivalent amount of salary and fringe benefit savings. As shown in Attachment III, the total number of management/administrative support positions affected is 66 and the associated savings are \$5,143,323. The total number of office/clerical positions affected is 38 and the associated savings are \$1,411,025. Therefore, the total potential savings associated with the 104 identified positions is \$6,561,894.

Analysis of Administrative Positions		
Position		
Classification	Position Title	Category of Position
0155	Secretary to Chief of Fire Dept.	Administrative Support
0460	Secretary, Police Commission	Administrative Support
1161	Exec Asst to the Administrator, SFGH	Administrative Support
1163	Exec Asst to the Director of Health	Administrative Support
1231	Assoc Affirmative Action Coordinator	Administrative Support
1246	Principal Personnel Analyst	Administrative Support
1282	Principal Employee Relations Rep	Administrative Support
1336	Asst to Gen Manager (Public Serv) Rec-Pk	Administrative Support
1362	Special Assistant III	Administrative Support
1363	Special Assistant IV	Administrative Support
1364	Special Assistant V	Administrative Support
1365	Special Assistant VI	Administrative Support
1366	Special Assistant VII	Administrative Support
1367	Special Assistant VIII	Administrative Support
1368	Special Assistant IX	Administrative Support
1369	Special Assistant X	Administrative Support
1370	Special Assistant XI	Administrative Support
1371	Special Assistant XII	Administrative Support
1540	Secretary, Fire Commission	Administrative Support
1546	Secretary, Commission on the Aging	Administrative Support
1548	Secretary, Social Services Commission	Administrative Support
1551	Secretary, Health Commission	Administrative Support
1554	Admin Secretary, Public Utilities Comm	Administrative Support
1556	Admin Secretary, City Planning Comm	Administrative Support
1658	Chief Accountant	Administrative Support
1659	Chief Systems Accountant	Administrative Support
1671	Financial Systems Operations Supervisor	Administrative Support
1688	Chief Auditor	Administrative Support
1815	Management Aide	Administrative Support
1820	Junior Administrative Analyst	Administrative Support
1821	Management Info Systems Manager	Administrative Support
1822	Administrative Analyst	Administrative Support
1823	Senior Administrative Analyst	Administrative Support
1824	Principal Administrative Analyst	Administrative Support
1827	Administrative Services Manager	Administrative Support
1837	Legislative Policy Analyst	Administrative Support
1838	Admin Asst to Exec Director, Health Serv	Administrative Support
1840	Junior Management Assistant	Administrative Support
1842	Management Assistant	Administrative Support
1844	Senior Management Assistant	Administrative Support
1846	Executive Assistant, Mayor's Office	Administrative Support
1847	Executive Aide to the Mayor's Office	Administrative Support
1865	Systems and Procedures Supv, SPec Proj	Administrative Support
1866	Systems and Procedures Supervisor	Administrative Support

Analysis of Administrative Positions		
Position		
Classification	Position Title	Category of Position
1876	Data Proces Programming and Systems Supv	Administrative Support
1877	Supervising Systems Programmer	Administrative Support
2140	Hospital Administrative Assistant	Administrative Support
2917	Program Support Analyst	Administrative Support
2952	Executive Asst to the General Manager	Administrative Support
2965	Social Services Resource Manager	Administrative Support
2991	Coordinator, Human Rights Commission	Administrative Support
3110	Exec Secy to Gen Manager, Rec & Park	Administrative Support
3292	Assistant Superintendent, Recreation	Administrative Support
3466	Asst Supt, Parks Squares and Facilities	Administrative Support
3566	Executive Secretary, Museums	Administrative Support
5120	Architectural Administrator	Administrative Support
5174	Administrative Engineer	Administrative Support
5267	Asst Airport Noise Abatement Officer	Administrative Support
5281	Planner III, Administrative	Administrative Support
5406	Special Asst for Program Coordinator	Administrative Support
5408	Coordinator of Citizen Involvement	Administrative Support
8130	Administrative Asst, District Attorney	Administrative Support
8169	Legislative Asst, City Attorney's Office	Administrative Support
9254	Asst to the Dir, Bu of Comm Affairs	Administrative Support
9276	Secretary, Airports Commission	Administrative Support
9380	Administrative Service Officer, Port	Administrative Support
9390	Executive Assistant to the Port Director	Administrative Support
A006	Parking Bureau Chief	Officials and Administrators
A049	Bureau Manager, Manag/Effic/Prod	Administrative Support
A058	Director Enterprise Account	Administrative Support
A067	Legislative Policy Analyst	Administrative Support
A095	Director, Operations	Officials and Administrators
A099	Director, Parking Enforcement	Officials and Administrators
A114	MIS Manager	Officials and Administrators
A123	Director of Homeless Program	Officials and Administrators
A365	Director Resource Development & Implementatio	Officials and Administrators
A398	Deputy Director Resource Development	Administrative Support
A490	Mgr, Bureau of Personnel and Training	Officials and Administrators
A518	Park Property Manager	Administrative Support
A520	Dir Convention Facilities	Officials and Administrators
A553	Exec Asst to Gen Mgr, Social Serv	Administrative Support
A557	Deputy Fiscal Officer - CAO	Administrative Support
A565	Hotel Tax Administrator	Officials and Administrators
A572	Chief, Bureau of Engineering	Officials and Administrators
A610	Information Services Director	Officials and Administrators
A635	Fiscal & Operation Officer	Administrative Support
A642	Dir of Prisoner Servs	Administrative Support
A714	Financial Systems Manager	Officials and Administrators
A738	Payroll Director (Controllors)	Officials and Administrators

Analysis of Administrative Positions		
Position		
Classification	Position Title	Category of Position
A745	Budget Director	Officials and Administrators
A766	Airport Assistant to Director	Administrative Support
A777	Director of Public Information, DPH	Officials and Administrators
A784	Director of Finance, Purchasing	Officials and Administrators
A790	Director of Planning & Research - DSS	Officials and Administrators
A805	Finan. Mgr. DPW & PUC	Officials and Administrators
A829	Manager-License & Permit Bureau	Officials and Administrators
A925	Plans Approval Manager	Officials and Administrators
A940	Operation Analyst	Administrative Support
A942	Senior Associated Administrator	Administrative Support
A971	Assistant Dir MIS	Administrative Support
A979	Manager-Database Administration	Officials and Administrators
AA09	Manager, Budget and Performance, Airport	Officials and Administrators
AA19	Manager, Business Services	Administrative Support
AA23	Chief, Bureau of Construction Mgmt	Administrative Support
AA24	Bureau Manager, Eng. Regulation & Mgmt	Officials and Administrators
AA30	Dir., Emergency Servs & Public Safety	Officials and Administrators
AA31	Director of Finance	Officials and Administrators
AA32	Director of BBusiness & Economic Development	Officials and Administrators
AA35	Asst. Director of Budget & Planning	Officials and Administrators
AA51	Dir. of Community Oriented Primary Care	Officials and Administrators
AA52	Dep. Gen Manager, Dept. of Electricity	Administrative Support
AA59	Manager, Parking Citation Program	Officials and Administrators
AA53	Exec Asst to the Dir of Human Resources	Administrative Support
AA61	Director of Human Resources	Officials and Administrators
AA62	Health Services Administrator	Administrative Support
AA73	Water & Power Resource Manager	Officials and Administrators
AA77	Dep Dir, Oper., Dept of Transportation	Officials and Administrators
AA78	Dep Dir Maintenance, DPT of Transport	Officials and Administrators
AA79	Dep Dir. Admin & Fin, DPT of Transport	Officials and Administrators
AA80	Dep Dir, Capital Proj, DPT of Transport	Officials and Administrators
AA81	Executive Director, Ethics Commission	Officials and Administrators
AA84	Director, Department of Transport	Officials and Administrators
AA86	Mgr, Bur of Sys Plan & Reg Compliance, PUC	Officials and Administrators
AA89	Finance Manager	Officials and Administrators
AA90	Maritime Manager	Officials and Administrators
AA91	Budget Manager	Officials and Administrators

**Initial and Final Position
Recommendations**

Management/Administrative Positions									
					Reasons for Adjustments				
	Initial	Proposition A	Inconsistent	Revenue	Legislative	From Other	Former Contract		Remaining
	<u>Recommendation</u>	<u>Already Deleted</u>	<u>Classification</u>	<u>Producing</u>	<u>Mandates</u>	<u>Departments</u>	<u>Positions</u>	<u>Other</u>	<u>Recommendations</u>
Health Department	21								21
Municipal Railway	10				1	2		4	3
Public Works	25				3	-3	11		14
Fire Department	7				3				4
Social Services	5				3				2
Recreation and Park	3		3						0
Trial Courts	11		7		1	1	1		1
District Attorney	5		3						2
Juvenile Probation	5								5
Purchaser	3	2							1
City Attorney	11		8		1				2
Treasurer-Tax Collector	2			1					1
Human Resources	9								9
Adult Probation	2		2						0
Assessor	1			1					0
Mayor	24		16				8		0
Electricity	12	1	8			2			1
Chief Administrative Officer	26					2	1	23	0
Human Rights Commission	3	1	2						0
Rent Arbitration Board	1		1						0
Management/Adminlstrative Support Totals	186	4	50	2	12	4	21	27	66
					Reasons for Adjustments				
Office/Clerical Positions	Initial	Proposition A	Inconsistent	Revenue	Legislative	From Other	Former Contract		Remaining
	<u>Recommendation</u>	<u>Already Deleted</u>	<u>Classification</u>	<u>Producing</u>	<u>Mandates</u>	<u>Departments</u>	<u>Positions</u>	<u>Other</u>	<u>Recommendations</u>
Municipal Railway	59								0
Police Department	42		29						13
Public Works	32					4	12		24
Fire Department	3				2				1
Assessor	3	3							0
Electricity	3					3			0
Office/Clerical Position Totals	142	3	29	0	2	-1	12	0	38

Recommendations

Position/Savings Recommendations

<u>Department</u>	<u>Number of Positions</u>	<u>Average Annual Salary</u>	<u>Associated Fringe Benefits</u>	<u>Approximate Salary Savings</u>
<u>Management/Administrative Positions</u>				
Health Department	21	\$63,249	\$11,657	\$1,573,022
Municipal Railway	3	63,804	11,759	226,689
Public Works	14	64,732	11,930	1,073,270
Fire Department	4	75,225	13,864	356,356
Social Services	2	60,695	11,186	143,762
Trial Courts	1	67,611	12,461	80,072
District Attorney	2	82,436	15,193	195,258
Juvenile Probation	5	53,714	9,899	318,067
Purchaser	1	67,804	12,496	80,300
City Attorney	2	95,190	17,544	225,467
Treasurer-Tax Collector	1	60,567	11,162	71,729
Human Resources	9	67,218	12,388	716,456
Electricity	<u>1</u>	69,977	12,897	<u>82,874</u>
<i>Subtotal: Management/Administrative</i>	<u>66</u>			<u>\$5,143,323</u>
<u>Office and Clerical Positions</u>				
Police Department	13	\$35,024	\$6,455	\$539,226
Public Works	24	29,557	5,447	840,105
Fire Department	<u>1</u>	33,134	6,107	<u>39,241</u>
<i>Subtotal Office and Clerical</i>	<u>38</u>			<u>\$1,418,571</u>
Total Position Recommendations	<u>104</u>			<u>\$6,561,894</u>

Program Area Overview

Program Area: *City-wide Real Estate*

Departments Involved: *Various Departments*

The City owns approximately 4,777 acres of land on its 28,088 acres of mainland territory (excluding various islands) and an additional 91,853 acres of land outside of the City limits. This land and the improvements on it have a book value of approximately \$1.4 billion (\$1,393,827,550).

Within the City limits, the City owns approximately 598 properties on which are approximately 550 facilities maintained with General Funds. In addition, the City pays approximately \$23.1 million in annual rent for 234 leases comprising approximately 3,357,380 square feet.

The Budget Analyst has identified a small portion of City-owned real estate, including 31 properties, which are now, or soon will be, available for sale, lease, or development. A list of these properties is attached. The Budget Analyst does not suggest that revenues from these properties will be forthcoming without significant effort. Each property has an associated problem which hinders its sale, lease, or development.

For example, certain properties have significant problems with toxics and earthquake survivability. To sell or develop such properties, the City would best remove the toxics prior to sale; and either raze any associated un-reinforced masonry buildings or bring them to City Code standards. In these cases, funds may not be available to prepare these properties for sale or development.

The City's managers must aggressively urge the departments to act on available opportunities for the sale, lease, or development of City property to assure all is done that can be done promptly to overcome the various problems involved and provide for the resultant increased revenues to the City.

Program Area Description and Analysis

Program Area: *City-wide Real Estate*

Departments Involved: *Various Departments*

The following discusses the 31 identified properties which are now, or soon will be, available for sale, lease, or development. This discussion follows the sequence of the attached list of these properties.

Department of Public Works

The first two listed properties are vacant lands on Bayshore Boulevard and Alpha and Campbel Streets that have previously been placed on the market unsuccessfully. The Real Estate Department has set minimum bids for these properties at \$240,000 and \$70,000, respectively. Sale proceeds would support the General Fund.

The next two listed surplus properties are Clean Water properties that previously contained pump stations. The Real Estate Department has set minimum bids for these properties at \$20,000 and \$66,000, respectively. Sale proceeds would support the Clean Water Fund. No requests have been submitted to the Planning Department for the Master Plan approval required for the City to be able to sell these properties.

The Planning Department is currently considering Master Plan approval for the sale of the three properties ceded to the City by CalTrans. These properties remain from the removal of the Embarcadero Freeway at Broadway near its intersections with Sansome and Battery streets. The Real Estate Department estimates that the value of these properties is approximately \$7.5 million, depending upon the policy limitations placed on their use. According to State legislation, the proceeds from the sale of these parcels is required to be used for the development of the Embarcadero.

The potential proceeds to the General Fund resulting from the sale, lease, or development of the above DPW properties is approximately \$311,000.

Fire Department

There are three "near surplus" old brick fire houses available for sale that have significant problems with toxics and earthquake survivability. The Real Estate Department reports that, because of these deficiencies, the value of these properties is in the sale of their land alone and not the buildings. Real Estate could not provide an estimated land value of these Fire Department properties.

Station 4 reportedly has the most severe problems. The City must eliminate these problems eventually. The costs involved will most likely increase with any further delay and the City should remove the liability of these hazardous materials promptly. According to the Real Estate Department, these properties would not be salable until the toxics are removed. The cost of toxics removal has not been determined for each specific property.

Program Area Description and Analysis

According to the Department of Public Works, the cost to remove asbestos and lead paint would range between \$20,000 and \$50,000 for each facility and the cost to remove underground fuel storage tanks would be approximately \$13,000. Should any leaked fuel be detected, the potential cost to clean the soil could exceed \$100,000 depending on the exact nature of the soil and the amount of leaked fuel.

Since the City does not have funds available to support rehabilitating un-reinforced masonry buildings, any potential developer of these Fire Department properties would need to consider either providing for the structure's rehabilitation or razing it.

Juvenile Probation Department

The Department is in the process of evaluating a decision to either sell or lease its Log Cabin Ranch property to the State or to another buyer/lessee. The Department's timely action could assist the FY 1995-96 General Fund Budget with an estimated \$96,000 to \$156,000 in lease payments.

Municipal Railway

The City has been discussing the potential development of two MUNI bus storage facilities located at 2301 Stockton and 949 Presidio for several years. The Kirkland Bus Yard is at Stockton near Fisherman's Wharf. MUNI has had a problem identifying an alternative location to store its buses currently stored at Kirkland Bus Yard.

The Real Estate Department estimates that the sale of the Kirkland Bus Yard would generate \$10 million for the General Fund, less the expense of relocating the bus storage facility.

The air space above the bus storage facility located between Presidio and Masonic could be developed for condominium or rental units. The Real Estate Department has been unable to provide an estimate for the value of the development rights to this million dollar air space.

According to Phil Chin, MUNI's Chief of Staff, the Department is currently considering retaining a consultant to assist with the quantification of the costs and revenues of various alternative development options for these two MUNI facilities. The potential proceeds to the General Fund resulting from the sale, lease, or development of the above MUNI properties may exceed \$15 million.

Program Area Description and Analysis

Police Department

The proceeds from the sale of these four Police properties [(1)the Police Youth Program building on Greenwich Street, (2) a warehouse obtained in conjunction with the purchase of the land required for the new Mission Police Station, (3) the abandoned old Mission Station, and, within the next two years with the completion of the new Potrero Police Station, (4) the old Potrero Station on Third Street] is obligated to repay the bonds used to finance renovation, seismic upgrades and the construction of new Police stations. The estimated proceeds for these four properties is \$1,290,000.

Real Estate Department

The Real Estate Department proposes the development of the Christmas Tree Point area of Twin Peaks, a traditional tourist scenic viewpoint, with a small souvenir concession store. Private souvenir vendors have found a market for their wares here for years. The Real Estate Department proposes that the City's General Fund should receive a percentage of souvenir vendor revenues in return for leasing a small building at the viewpoint to a concessionaire.

The Real Estate Department plans to consult with the City Architects Office to develop plans for the construction of a small concession building or, alternatively, a concession stand. The plans will be required to receive Planning Department approval for this proposed development within the City's open space preserve. The Real Estate Department has not prepared an analysis of the potential proceeds to the General Fund from this proposed venture.

Water Department/Municipal Railway

The Water Department stores some of its stock of spare pipe at a 59,812 square foot lot at Bryant and 4th Streets. The Real Estate Department estimates that the sale proceeds of this lot would be in the range of \$1.5 million. The Water Department should reconsider the continued appropriateness of storing pipe at this location. The Water Department could use one of its other storage sites in the City or, with the assistance of the Real Estate Department, could locate another storage location in conjunction with another City department.

The house that has served as residence for a former PUC General Manager and various Water Department personnel is no longer required. The Water Department no longer requires that an employee reside at this property adjacent to the Water Department's University Mound Reservoir. The Real Estate Department estimates the value of this property at approximately \$250,000.

The Water Department acquired the Reis Tract properties for the right-of-way of a planned pipeline that was never constructed. The lots that are not being used for community purposes could be sold. The Real Estate Department estimates the value of these properties at approximately \$2.5 million.

Program Area Description and Analysis

The Water Department acquired the Reis Tract properties for the right-of-way of a planed pipeline that was never constructed. The lots that are not being used for community purposes could be sold. The Real Estate Department estimates the value of these properties at approximately \$2.5 million.

BART is planning to construct its extension to the Airport on part of MUNT's abandoned 40-trolley line to Millbrae in San Mateo County. The land that is not required by BART can be sold. The Real Estate Department estimates that the sale proceeds for this property could exceed \$26 million.

The Water Department owns a 508 acre parcel of vacant land on Bernal Avenue, south of the Alameda County Fairgrounds, between I-680 and Pleasanton. The Department has been in the process of preparing this land for development for several years. Recently the project has begun to move foreword.

According to Rick Nelson, the Water Department's Pleasanton Project Manger, the Alameda County Planning Department published the project's draft Environmental Impact Report (EIR) and Specific Plan on March 23, 1995. The comment period ended May 10, 1995. The Alameda County Planning Commission intends to hold a hearing on this project's development agreement, zoning changes and tentative map during the first weeks of July 1995. These items may be considered by the Alameda County Board of Supervisors for entitlement before the end of October 1995.

Currently, the proposed project entails between 2,200 to 3,400 mixed-use residential units, 750,000 square feet of commercial space and an 18-hole golf course with driving range and club-house. Water Department staff is currently preparing an analysis of the alternative disposition opportunities for this land/project—to sell it as a single package, "in bulk," to form a joint venture for the financing of the actual construction of the property, or a variety of combinations of these alternatives. According to Rick Nelson, after gaining Alameda County's entitlement to develop, the Water Department's direct sale for cash of the entire unimproved property with the approved entitlement, without significant complications, would result in a return to the Water Department in excess of \$10 million.

The potential proceeds resulting from the sale of all of the above Water Department properties would be allocated to the Water Department's enterprise fund and not to the General Fund. The total potential proceeds exceeding \$40 million from the sale of these Water Department properties would be used to fund the costs of the Water Department's operations and would serve to delay future water rate increases.

San Francisco Public Library and Department of Public Health

A recent bequest of real estate to the San Francisco Public Library and the Department of Public Health is near the end of the legal estate settlement procedures allowing for its sale before the end of this Summer. The Department of Real Estate estimates that the City's share of the bequest's distribution of the sale proceeds will be approximately \$478,300.

Program Area Comments and Recommendations

Program Area: *City-wide Real Estate*

Departments Involved: *Various Departments*

Comments

1. The Mayor's Office and the City's top managers should be kept informed of City real estate that is potentially available for lease or development. Nevertheless, the City does not routinely develop a list of such properties. The Mayor could urge the Chief Administrative Officer to have his staff coordinate the periodic preparation of a list of these properties for the Board of Supervisors and Mayor's Office.
2. The potential proceeds which may be available to the General Fund resulting from the lease and/or development of the 31 properties listed above would exceed \$15.7 million.

Recommendations

We recommend that the Board of Supervisors request that the Mayor:

- (1) Urge the appropriate departments to proceed aggressively to resolve the various difficulties hindering the lease and development of the City's commercial real estate opportunities, and
- (2) Urge the Chief Administrative Officer to have his staff coordinate the periodic preparation of a list of City real estate potentially available for lease or development.

**Surplus
San Francisco City and County Properties
Available for Sale, Lease or Development**

<u>Notes</u>	<u>Description</u>	<u>Address</u>	<u>Block</u>	<u>Lot</u>	<u>Area Square Feet</u>	<u>Historical \$-Value Land</u>	<u>Improvements</u>	<u>Estimated Revenue From Sale</u>	<u>Planning Master Plan Approval</u>	<u>Zoning Existing</u>	<u>Proposed</u>
<u>Department of Public Works</u>											
Did not sell at first auction.	Vacant land	Bayshore Blvd.	5,067	3	14,400	\$14,500		\$240,000 Minimum bid	Done	RH-1	RH-1
Did not sell at last sale.	Vacant land	N. Alpha & Campbel Sts.	6,203	2	2,210	\$4,000		\$70,000	Done	RH-1	RH-1
Surplus to DPW Clean Water	Hunters Point Pump Station		4,646	6 to 12	1,662			\$20,000	No	P	M-2
Surplus to DPW Clean Water	Yosemite Pump Station		4,832	8	3,000			\$66,000 Minimum bids	No	P	M-2
<u>CalTrans parcels ceded to City</u>											
Three parcels supporting on/off ramps to Embarcadero Freeway at Broadway											
	On-ramp footing	Broadway at Sansome	140	8	10,799			\$1.15 million	considering	C-2	C-2
Chinatown/North Beach Task Force is evaluating alternative uses.			140	11	30,940			\$4 million	considering	C-2	C-2
	Off-ramp footing	Broadway at Battery	165	21	17,377			\$2.35 million Minimum bids	considering	C-2	C-2
<u>Fire Department</u>											
These inactive Fire stations are unreinforced brick and may contain asbestos and other toxics. Their sale value is in the land only. The cost of removing any toxic substances and demolition may be significant.											
Inactive, used for storage.	Station 4	1648 Pacific	574	11	3,830	\$15,000	\$73,500		No	NCD	NCD
Was inactive but now Station 1 will be using until end of '96 when its Station house is completed.	Station 35	676 Howard	3,722	28	4,400	\$17,000	\$240,000			P	
Inactive but being used for Toy Drive until required by Mission Bay Project.	Station 30	1300 4th St.	3,837	4	25,377	\$84,000	\$103,000				
Plans to vacate in 1996 when its new facility on Cesar Chavez St. will be ready.	Bureau of Equipment	2501 25th St.	4,279	1	7,500	\$1,500	\$55,000		No	P	RH-2
<u>Juvenile Court and Juvenile Probation Department</u>											
Juvenile Court/Juvenile Probation is considering lease to State.	Log Cabin Ranch	Hidden Valley, La Honda			6.9 Acres	\$62,000	\$200,000	Lease @ \$96,000 to \$156,000 per year	N/A		
<u>Municipal Railway</u>											
These two properties have significant development potential. There may be substantial toxic removal costs. The City's Executive Administration should encourage MUNI, City Planning, City Attorney, and the Department of Real Estate to aggressively pursue the removal of all barriers to development.											
Currently used for bus storage. Potential hotel or condo site. MUNI is investigating the development of this site. It must find a replacement and remove toxics.	Kirkland Bus Yard	2301 Stockton	19	1	113,437	\$183,400	\$287,000	\$10 Million Could be more depending on zoning.	No	P	RC-3 or C-2
Air Rights over bus storage area can be used for development opportunity.	Car Barn & Offices	949 Presidio	1,072	1	235,550	\$825,000	\$906,000	\$ Millions	No	P	RM

**Surplus
San Francisco City and County Properties
Available for Sale, Lease or Development**

<u>Notes</u>	<u>Description</u>	<u>Address</u>	<u>Block</u>	<u>Lot</u>	<u>Area Square Feet</u>	<u>Historical \$-Value Land Improvements</u>	<u>Revenue From Sale</u>	<u>Master Plan Approval</u>	<u>Zoning Existing</u>	<u>Proposed</u>
<u>Police Department</u>										
Proceeds from the sale of old Police stations would be used to repay the bonds used to finance seismic upgrades and the construction of new Police stations.										
Surplus	Police Youth Program	2475 Greenwich	513	15	9,300	\$37,000	\$52,000	\$400,000	Considering	P RM-2
Surplus property obtained in conjunction with purchase of land for new Mission Police Station	Warehouse	3433 27th St.	3,577	60	96,000			\$350,000	No	NCD NCD
Surplus	Old Mission Station	1240 Valencia	3,644	5	11,778	\$75,000	\$193,000	\$300,000	Done	NCD NCD
Surplus	Old Potrero Station	2300 Third	4,108	1	12,000			\$240,000	Considering	P M-2
<u>Real Estate Department</u>										
Potential for the development of a souvenir concession stand.	Christmas Tree Point	Twin Peaks Blvd.	2719-C	4 & 21	392,040	\$150,000		Lease @ percent of retail sales.	Considering	P P
<u>Water Department</u>										
In most cases, the proceeds from the sale of Water Dept. property would be restricted to the Water Dept. enterprise fund.										
Used for storage. Opportunity for Development or sale.	Bryant St. Pipe Yard	SE Bryant St. at SW 4th St.	275	3,777	52	59,812	\$209,000	\$8,800	Depends on zoning. Sale price is likely to be in the range of \$1.5 million.	P SLI
Surplus. The lot would be sub-divided from University Mound Reservoir property.	General Manager's House	University at Woolsey	5,973	2	4,848			\$250,000	No	P RH-1
These lots are surplus to Water Department requirements.	Reis Tract Lots	Tucker near Rutland St.	6,201 6,202 6,208	8 & 37 2,3 & 45 18 to 22 27 to 31	57,052	\$46,000		\$2.5 million		RH-1 RH-1
Approximately 6 lots are used as parks and community gardens.		Arleta near Rutland St.	6,235	14, 15, 32, & 33	15,000	\$22,500	\$86,000			RH-1 RH-1
		Arleta near Rutland St.	6,238 6,247	12, 13, 32, & 33 12, 13, 31, & 32	92,000	\$37,500				
BART is planning to purchase City's land for its extension to the Airport. Land not required by BART can be sold.	Abandoned land previously used for Market St. Railway 40 Line.	Colma to Millbrae	San Mateo County	57.893	\$365,000			\$26 million or more	Depends on BART's final routing needs and zoning. Price could exceed \$26 million.	
The Department expects the Alameda county Board of Supervisors to approve the Department's entitlement to develop this property during Fall 1995.	undeveloped land	South of Bernal Ave. between I-680 and Pleasanton near the Alameda County Fairgrounds	Alameda County	508 acres				In excess of \$10 million If sold with approved entitlements for cash without complications.		
<u>Departments of Public Health and Library and the University of California</u>										
Fortunio Estate bequest to City:										
The proceeds from the sale of these properties would be restricted to the agencies named in the bequest and must be distributed under the terms of the bequest.										
94% City-owned \$195,000 Trust Deed due at sale.	four-plex	210-12 Pine St.	652	7A				\$350,200	net	Done RH-2 RH-3
50 % City-owned \$16,000 Trust Deed due at sale.	four-plex	365-69 Haight	858	23				\$128,100	net	Done RH-2 RH-3

Program Area Overview

Program Area: *City-wide Automotive Fleet*

Departments Involved: *General Fund Departments*

Currently, the City spends approximately \$1,462,050 annually to operate it's fleet of general purpose automobiles. This fleet is comprised of 361 cars operated by General Fund supported City departments.

The number of general purpose cars has increased over time from 266 cars in 1979 to 361 cars in 1995. In addition, City cars have aged. In 1991, the average age of a City car was 5.0 years. The average age has increased to 6.6 years in 1995. No cars have been purchased through the Purchaser's Auto Purchase Program since FY 1991-92. The FY 1995-96 Purchasing Department budget does not include funds for the purchase of new cars.

Since 1979, the City has studied two primary options for reducing the size of the fleet and reducing the amount of General Fund resources expended on the purchase and maintenance of cars. Several studies recommend methods to consolidate the fleet into a central pool system. A central pool system would provide a more efficient use of each car thereby reducing the number of cars in the City fleet. A central pool system would also include a system for improving the maintenance of pooled cars, allowing for a cost effective replacement program. Although a central pool would result in significant fiscal savings, the City has taken little action to implement this recommendation. The barriers to implementing such a pool system have been the up-front cost associated with purchasing new cars and managing the pool system, as well the availability of a central parking facility at an affordable price in the vicinity of City Hall. According to the Purchasing Department, Central Shops has identified 53 cars that should be retired. The cost to replace those vehicles is \$795,000. According to the Department of Parking and Traffic, the monthly rate per government car in the Civic Center Garage in 1991 was \$125. If the City parks 50 cars in this garage as part of the pool, it would cost \$75,000 annually.

Associated with the recommendation for a central vehicle pool system has been the recommendation for a centralized vehicle leasing program as a way to finance proposed vehicle maintenance and replacement programs and centralize fleet management responsibilities. It is not clear whether this recommendation alone would reduce the number of cars or result in fiscal savings. A centralized vehicle leasing program would also entail an up-front expenditure for the purchase of new cars. According to the Purchasing Department, the annual cost of leasing 50 cars through the San Francisco Finance Corporation would be \$211,500.

If the City can not afford the up-front cost necessary to implement these recommendations, the City should consider an alternative to fleet management. By selling the 361 general purpose cars that are part of the General Fund supported fleet and requiring that City employees use their own cars for City business at the current reimbursement rate of \$0.25 per mile, the City would save \$0.20 per mile of operating costs.¹ The cost of reimbursement would equal \$812,250 annually, resulting in an annual fiscal savings of \$649,800. (This is the \$1,462,050 cost to operate City vehicles less \$812,250.) In addition, one time revenues from the sale of the fleet would be between \$632,000 and \$1,389,775.

¹According to the Controller's Office, the current reimbursement rate varies up to \$0.30 per mile.

Program Area Description and Analysis

Program Area: *City-wide Fleet*

Departments Involved: *General Fund Departments*

History of Fleet Consolidation

The City often has considered instituting reforms providing for significant reductions in the cost of operating its vehicle fleet. The size of the City's vehicle fleet can be reduced by physically consolidating as many vehicles as practicable into a centrally managed pool system at various locations convenient to concentrations of departmental users—such as the Civic Center. Consolidation allows vehicles to be shared efficiently and managed more effectively. A centrally managed pool system focuses accountability for the City's vehicles and increases opportunities for reducing maintenance, repair, operating, and replacement expenditures. These reduced costs can be allocated to the user departments through an internal vehicle rental or leasing program.

Similar fleet management methods are often used by federal, state and local governments, and private corporations. Fleet consolidation methods have been recommended several times by the Budget Analyst, the Mayor's Office, the Chief Administrative Officer and the Purchaser's Office during the last 15 years. Nevertheless, the City has not been able to fully implement a centralized fleet management program.

Beginning in 1979, the Budget Analyst determined that a centrally managed City fleet including a car pool system managed by the City Purchaser's Office would reduce the number of cars required, make more cars available to departments, and produce \$288,910 in annual savings for the City. The Budget Analyst found that cars for the Civic Center vehicle pool could be parked in the garage beneath the Department of Public Health's (DPH), Grove Street office building and/or at the then vacant lot at the corner of McAllister and Polk Streets—now the site of the new court house. During that year, the City discussed several plans to pool cars but never implemented any of them seemingly because various City officials objected to sharing their cars and DPH managers refused to allow their parking garage to be used for a Civic Center vehicle pool.

In subsequent years, the Mayor's Office studied the feasibility of alternative vehicle management options and the feasibility of parking pooled cars in either or both the Civic Center Garage and the Performing Arts Garage. In 1992, the Mayor's Office determined that significant savings would be possible if the Department of Parking and Traffic (DPT) were to provide free parking spaces for a City vehicle pool system. However, DPT could only reduce its charges for the City to between \$92.25 to \$125 per car per month. The Mayor's Office did not pursue this project further.

Program Area Description and Analysis

Other barriers blocking the City's implementation of a consolidated fleet management program have been the following:

- The cost of implementation would not be offset by significant savings during the first several years of operation even with a concurrent reduction in the number of vehicles in the fleet because the resale value for the older cars is low. A concurrent reduction in the fleet would offset some costs but proposals from the City have not included a fleet reduction or any specific cost reduction plan.
- Centralized management over the City's vehicles has not been assigned. There continues to be no centralized accountability for the City's vehicles. The Purchaser has the authority to institute a pool, and has studied the idea, but lacks the authority to require its implementation without approval from the Board of Supervisors.²
- City Departments have not been receptive to the idea of a centrally managed City-wide pool system because it would require relinquishing control of their cars.
- DPT is concerned about a Civic Center vehicle pool that would park cars at the Performing Arts garage because this facility is often filled in the evenings by non-City vehicles occupying the spaces that would be used for over-night storage of City cars. DPT would need to charge the City \$125 per car per month at the Civic Center garage. If the City parked only 50 pooled cars in this garage it would cost \$75,000 per year. DPT is required to maintain its revenue from the operation of most of its garages to meet bond payments.
- The locations of City departments' offices have become more dispersed during the last 15 years. There are less departments within reasonable walking distance of each other permitting a convenient centralized parking location for pooled cars.
- Other arguments against the idea of a pool have been the cost of staff to manage the pool and to park, clean, and fuel pooled cars.

The City has implemented the Auto Purchase Program to consolidate the funding for the replacement of certain General Fund departments' general purpose cars. 235 of the 361 cars are currently part of this program. In January, 1995, the Purchaser's Central Shops issued its annual recommendation for replacement of these General-funded, general purpose cars. It identified 53 cars for replacement based on age and condition. With an estimated replacement cost of \$15,000 per car, the total cost for the 53 replacement cars would be \$795,000. However, the Purchaser has not requested funds in his FY 95-96 budget to replace any cars in the fleet because this would be an increase over the baseline budget in violation of the Mayor's budget instructions.

²The Purchaser submitted two proposals to the Finance Committee of the Board of Supervisors for fleet management in 1980 and 1982.

Program Area Description and Analysis

Although the Purchaser is required by Administrative Code Section 4.10-1 (b)³ to make recommendations for vehicle replacement, there are no instructions for the implementation of this requirement. If a department does not want to sell a vehicle as recommended by the Purchaser, there are no regulations requiring them to do so. Departments will often choose not to replace their cars when budget deficits would force them to reduce other budgeted items in kind.

The Superintendent of Central Shops states that, since the Auto Purchase Program has not funded vehicle replacements during the last three years, the vehicle fleet is older and requires more maintenance and major repairs. An older fleet may be generally also be less safe to operate than a newer fleet. In order to replace the older City cars in a more efficient manner, the Purchasing Department has proposed a vehicle leasing program, similar to the one proposed by the Budget Analyst in 1979, whereby Central Shops, would "own" the general fleet and lease the cars to City Departments. The lease rate would consist of regular payments that include vehicle depreciation to allow Central Shops to spread out the cost of replacement over the life of the car.

The Purchasing Department's proposed lease program would centralize the management of the fleet and fund a reasonable vehicle replacement program. The Purchasing Department's Central Shops believes that if its proposed program were authorized and funded, the over-all cost of operating the City vehicle fleet would be reduced with-in a few years. The Purchaser estimates the minimum additional annual cost of this centralized lease/replacement program to be \$211,500 based on the replacement and subsequent lease arrangement of 50 cars. This cost would not be offset by any significant savings during the first few fiscal years that it would operate.

³ "Each year the Purchaser of Supplies shall inspect each vehicle which has been in service for six years or has been driven more than 60,000 miles and based upon condition, usage, and maintenance and repair history of the vehicle, recommend its retention, transfer or replacement."

Program Area Description and Analysis

Description of City Fleet

Currently, the City spends approximately \$1,462,050 annually to operate the 361 General Funded, general purpose cars.⁴

This cost figure is based on the Purchaser's data of an annual average of 9,000 miles per car at a cost of \$0.45 per mile. This figure excludes the cost of City claims payments for City car accidents.

Average Annual Operating Costs for General Purpose Autos

	<u>Cost per mile</u>	<u>Total Cost</u>
Maintenance ⁵	\$0.22	\$2,000
Fuel ⁶	0.07	590
Depreciation	<u>0.17</u>	<u>1,500</u>
Total	\$0.45	\$4,090

As illustrated in the table below, the number of general purpose cars in the City's fleet has been increasing.

Increasing Size of the City's General Purpose Autos

	<u>1979</u>	<u>1987</u>	<u>1995</u>	<u>Percentage Increase Since 1987</u>
General Fund Cars	266	274	361	24.1%

⁴The General Funded, general purpose automobiles include only cars operated by General Fund supported City departments. These 361 cars do not include specialized trucks, vans, or other vehicles. Any cars assigned to the Police Department, Fire Department, Department of Public Works, Unified School District, City College, Public Utilities Commission, Airport, Municipal Railway, Water Department, Hetch Hetchy, Port Commission, or Housing Authority are not part of the 361 cars. All cars discussed in this report are part of the 361 cars, unless otherwise noted.

⁵Maintenance costs are high due to the age of the City's cars.

⁶Fuel Cost is based on 18 miles/gallon at \$1.18/gallon.

Program Area Description and Analysis

The City budgets for vehicle replacement in two ways. (1) The Auto Purchase Program provides a central budget for various General Fund departments' replacement of cars. The Auto Purchase Program includes 38 General Fund departments and 235 of the 361 cars. (2) Other City departments request funds for replacement within their own budgets. There are 15 General Fund departments with 126 of the 361 cars that directly budget for the purchase of their own cars. All departments must request funds for the purchase of additional cars within their own budgets. The remaining General Fund departments, the Police and Fire departments, as well as the enterprise fund departments also request funds for replacement and additional cars within their own budgets. These departments are not included in this report.

All cars are bought by the Purchasing Department. All of the City's cars are maintained also by the Purchaser's Central Shops except for the vehicles assigned to MUNI, the Port, Airport, Hetch Hetchy and Water Departments. These departments maintain their vehicles with their own maintenance shop staffed facilities.

The City has not allocated funds to its Auto Purchase Program during the three years since FY 1991-92. As a result, according to Mr. Ara Minasian of the Purchasing Department, the number of departments that are part of the Auto Purchase Program has decreased. Several departments have left the Auto Purchase Program and have chosen to substantiate their need for vehicle replacement funds directly within their own departmental budgets.

Condition of City's Fleet

Some City departments responding to our survey report that their cars are in poor condition, old, unsafe, and in disrepair.

As discussed above, the Administrative Code requires that the Purchaser inspect each vehicle annually after it has been in service for minimum of six years or 60,000 miles. The Purchaser must then recommend replacement or retention of that vehicle. If as a result of following this requirement, the City replaced its cars every six years in evenly spaced years, as is normally desired, the average age of the vehicle fleet would be approximately 3 years.⁷ Nevertheless, the Purchaser's records indicate that the average age of the City's general fleet vehicles was 5.0 years in 1991.⁸ Currently, the average age of the City's general purpose cars is 6.6 years. The average age of the City's vehicles has increased by at least 1.6 years during the four years since 1991.

⁷According to Mr. Minasian, the general industry standard for replacement of fleet vehicles is 6 years.

⁸For 1991, the Purchaser's vehicle age data includes all types of vehicles as part of the City fleet such as cars, vans, trucks, and other specialized vehicles. For 1995, the Purchaser's vehicle age data only includes cars.

Program Area Description and Analysis

The following table describes the current age of the General Funded, general purpose cars.

	<u>Number</u>	<u>Percentage</u>
Number of cars	361	100.0%
Number of cars at or under 6 years	175	48.5%
Number of cars between 6 and 9 year	98	27.4%
Number of cars over 9 years	88	24.4%

As is shown, 176 or 51.8% of the 361 cars are over the required 6 year inspection age. 88 or 24.4% of the 361 cars are 50% over the required vehicle inspection age. It is generally accepted that the age of a vehicle bears directly on the cost of maintaining that vehicle.

- As a vehicle ages, the more frequently it needs to be repaired.
- As a vehicle ages, the more costly are those repairs.
- Older vehicles may become safety hazards to the general public and the vehicle operator.

Because of the Central Shops' data limitations, it is not possible to compare the costs of maintaining the City's older cars with the costs of maintaining the City's newer cars. Mr. Dave Cowley of Central Shops states that City cars are driven more aggressively than private cars and that City operated vehicles have higher maintenance costs than private automobiles. So average maintenance costs for private automobiles at various ages would not be comparable to the City's cars. Furthermore, since departmental budgets do not separate the maintenance costs of other vehicles from the maintenance costs of cars, it is not possible to use these budgets to compare maintenance costs over the years.

If the City were to replace all 88 cars that are more than 50% over the initial recommended inspection age, which is any car 10 years of age or older, it would cost \$1,320,000 using an estimate of \$15,000 per car.

City Employees Use Their Own Cars On City Business

In addition to the operation of City-owned vehicles, City employees often use their own personal cars on City business. According to the Controller's Office, City employees are reimbursed at varying rates up to \$0.30 per mile and the cost of for parking their cars while on City business. Reportedly, some City departments do not reimburse their City employees when they use their personal cars on City business. The departments responding to our survey provided no quantifiable answers to questions concerning their employees use of personal cars on City business.

Some City cars are being used for purposes that would not be reasonable to have performed with an employee's personal car. For example, the City would continue to have City cars used for the transportation of prisoners or toxic chemicals. These special purposes should be identified.

Of the 361 general purpose City cars, if as many as a third are required for these special purposes, the City could sell two-thirds of these cars or 241 cars for a total of \$482,000, based on a \$2,000 sale price per car plus an annual operating savings totaling \$433,800.

Program Area Description and Analysis

Nevertheless, there are several issues that should be resolved prior to the implementation of this proposed plan.

The Chief Administrative Officer's staff should develop a plan to implement a system to reimburse employees for the use of their personal cars for City business in-lieu of the continued use of City owned cars. Issues that a plan will need to address include the following:

- Some employees do not own cars. Do these employees need to use a car for City business on a daily basis? Is public transportation an option for these employees to perform City business efficiently? How many employees are in this situation?
- Employees cars will experience some downtime while periodic maintenance is performed. Could these employees use City cars from a centralized pool?
- Should employees who need to make trips outside of the City use City cars? For longer trips, is it more cost effective for the City to require that employees use City owned cars rather than be reimbursed at a per mile rate?
- Currently, employees using City cars do not have to pay parking meters but do have to observe the regulated time on the meter. Employees parking at garages have to pay the regular or negotiated garage rate. Would the City reimburse employees for their meter or garage time, provide special passes to be placed in the windshield for cars on City business, or devise another procedure?
- Some cars are equipped with special radios for use by department heads or others on call. Can those radios be transferred to privately owned vehicles? According to the Department of Electricity and Telecommunications, portable radios and cellular phone devices can be conveniently transferred from one car to another.
- The City would need to meet and confer with various employee unions to consider changes in working conditions.
- The CAO should study the detailed procedures currently used by some City departments and other jurisdictions that require City employees to use their own cars or take public transportation for City business.
- Reimbursing employees who use their own cars for City business through a periodic flat dollar reimbursement instead of the flat allowance per mile should be studied. This would make accounting services easier and may provide an incentive for employees to use public transit.

Conclusions and Recommendations

Program Area: *City-wide Fleet*

Departments Involved: *General Fund Departments*

Conclusion

The City is spending approximately \$1,462,050 to operate an aging fleet of automobiles. There is no central management of the fleet and no incentives for departments to turn-in their older vehicles for which they have marginal need. There is no evidence that funds to replace City vehicles will be available during the next few years.

The Administrative Code Section 4.12 gives the Purchaser the option of centralizing the City fleet with approval by the Board of Supervisors. However, the Purchaser has not established a central pool of vehicles because of various fiscal and other constraints, including the inability to find a satisfactory location to park the fleet. In January 1995, the Purchaser studied the idea of implementing a vehicle leasing program.

While this would provide centralized management of the fleet and may reduce maintenance costs associated with older vehicles, it would not produce an immediate overall savings to the General Fund. The cost of implementation would not be offset by significant savings during the first several years of operation even with a concurrent reduction in the number of vehicles in the fleet. Furthermore, there is no indication that a leasing program would reduce the size of the fleet because individual cars would continue to be assigned to individual departments and not shared from a central pool.

The cost to operate a City owned car would continue to be approximately \$0.45 per mile, while the cost to reimburse an employee for use of their own car would be \$0.25 per mile, a difference of \$0.20 per mile. With the cost of operating City cars so high and the practicability of implementing improved fleet management practices improbable, the economical choice would be to eliminate as many City vehicles as possible and reimburse City employees for the use of their cars on City business.

Conclusions and Recommendations

Recommendation

We recommend that the Board of Supervisors request the Mayor to urge the Chief Administrative Officer to develop a plan to implement a system to reimburse City employees for the use of their personal cars for City business in-lieu of the continued use of City owned cars as discussed in detail above. The plan should address the concerns previously expressed, such as how to accommodate employees who don't own a vehicle and whose positions require the mobility of an automobile. The plan should be made available for consideration and action by the Board of Supervisors by the end of July 1995.

Fiscal Impacts:

The City could save approximately \$433,800 annually and receive one time revenues of \$482,000 from the sale of 241 General Funded, general purpose cars at a conservative average price of \$2,000 per car. If the City could sell more cars at a higher average price, cost savings and one time revenues would increase.

Program Area Overview

Program Area: Court Consolidation

Department(s) Involved: Municipal Court and Superior Court

In 1991, the State Legislature enacted the Trial Court Realignment and Efficiency Act, requiring that Municipal and Superior Courts coordinate judicial and administrative functions to maximize operational efficiencies and financial savings. The Realignment Act also required each County to submit a three-year coordination plan to the State Judicial Council for review and approval and that the court's funding from the State be tied to savings achieved through such consolidation efforts. On February 28, 1992, the San Francisco Superior and Municipal Courts signed a Memorandum of Understanding in which the Courts agreed to merge their administrative and clerical operations into one operational unit and agreed to coordinate the judicial resources between the two courts. San Francisco's Municipal and Superior Courts submitted their Coordination Plan to the State on March 2, 1992, which identified existing and proposed coordination activities.

In 1994, a Senate Constitutional Amendment (SCA 3) was proposed to fully unify each County's trial courts, to achieve further operational and financial improvements. However, during the Summer of 1994, this Amendment was defeated.

On September 29, 1994, San Francisco's Municipal Court approved a resolution to modify their March 2, 1992 Coordination Plan to maintain separate Presiding Judges, separate administrators, and administrative and clerical staffs, separate budgets, separate criminal and civil master calendars and separate administration of court reporters for the Municipal and Superior Courts. This action is in direct contradiction to the previous efforts of the Courts and of the Board of Supervisor's proposed analysis of further court consolidation.

In January, 1995, the State Judicial Council adopted its Select Coordination Implementation Committee's (Aldrich Committee) recommendations to require specific coordination and consolidation activities within each county. Some of the primary recommendations of this Committee, which must be implemented by each county's courts, include the following:

- Creation of a coordination oversight committee by July 1, 1995;
- Requiring maximum efficient use of all judicial resources by July 1, 1996;
- Requiring integration of all direct court support services by July 1, 1996;
- Development of a plan for technology and information sharing by September 1, 1996;
- Implementation of uniform proceedings and rules for litigation by July 1, 1998;
- Requiring unified budgets and financial management and procedures in FY 1997-98; and
- Requiring a single executive officer with overall administrative responsibility who reports to a single presiding judge or oversight committee or alternative structure that furthers the goal of court coordination by July 1, 1999.

The recommendations of the Budget Analyst that are contained in this report, are in conformance with the above State Judicial Council's recommendation and would, in fact, provide early implementation of some of these recommendations to maximize the efficiencies and savings achieved by the San Francisco Trial Courts.

Program Area Description and Analysis

Program Area: Court Consolidation

Department(s) Involved: Municipal and Superior Courts

To date, San Francisco's Municipal and Superior Courts have completely or partially implemented the following coordination and consolidation activities:

- Municipal Court Judges previously used in Juvenile (Superior) Court assignments;
- Municipal Court assisted Juvenile Court with automated linkage to State Department of Motor Vehicles (DMV) ;
- Occasional shared use of courtrooms;
- Superior Court's unified Jury System;
- Joint hiring of Court Reporter Coordinator;
- Municipal Court Clerk assigned to Superior Court Judge;
- Coordinated payroll processing;
- Shared use of available interpreters;
- Coordinated daily messenger services;
- Consolidated mail processing at Hall of Justice ;
- Liaison services for Emergency Protective Orders after business hours;
- Bail payments accepted for both courts by Municipal Court after business hours;
- Superior Court shared dictaphone and information for Law and Motion proceedings for both courts;
- Coordinated Criminal Court Management System;
- Joint support for consultant to develop strategy for a single Civil Court automated system;
- Joint Budget submitted to State and to City and County;
- Consolidated computer program to process conflicts attorney payments for both courts;
- Consolidated bill payments for law libraries and other miscellaneous services;
- Joint planning, design and construction of Civic Center Courthouse; and
- Creation of Court Management Committee.

Most of the above listed coordination and consolidation activities have recently been implemented, although some activities (such as the unified jury system) have been in place for many years. A review of the Municipal and Superior Court's budgets indicates that as a result of the above coordination and consolidation activities, as well as other efficiencies, the San Francisco Trial Courts met the State's Trial Court funding targeted budget reductions for two of the past three years (FY 1991-92 through FY 1994-95).

In addition to the above listed items, the Budget Analyst has found that there are many other opportunities for further coordination and consolidation within the San Francisco Municipal and Superior Courts, which would result in increased efficiencies, improved public services and reduced costs for the City. The specific recommendations are included on the following page, with the identified annual estimated savings to be achieved.

Program Area Conclusions and Recommendations

Program Area: Court Consolidation

Department(s) Involved: Municipal and Superior Courts

Conclusion(s):

- 1- The State Judicial Council has documented that committed judicial leadership and the broad involvement of judges in the coordination planning and implementation process are essential. Given the current opposition of San Francisco's Municipal Court judges to further coordination efforts, the Budget Analyst questions the ability to most effectively coordinate and consolidate the courts, without the full cooperation and leadership of the Municipal Court judges.
- 2- A Joint Court Management Committee comprised of judges from both the Superior and Municipal Courts had been meeting to implement the Courts 1992 Memorandum of Understanding and Coordination Plan. However, the Joint Court Management Committee's activities were stopped following the Municipal Court's separatist resolution adopted in September, 1994. In accordance with the State Judicial Council's recommendations, by July, 1995, each County is required to have a court coordinating committee.
- 3- Selection of a single executive officer for the operation and administration of the Municipal and Superior Courts, although a sensitive issue, is one of the most significant steps that need to be taken by San Francisco's Superior and Municipal Courts in order to realistically implement full and effective coordination. This was a recommendation included in San Francisco's 1992-93 Trial Courts Coordination Plan and an Executive Officer was hired by both Courts. However, the Municipal Court does not currently recognize the Executive Officer's authority and has retained a separate Municipal Court Clerk-Administrator position to be responsible for Municipal Court operations.
- 4- Given that the Courts submitted a joint San Francisco budget in FY 1994-95 and that the State Judicial Council is requiring all Courts to submit a unified budget and to establish unified financial management and budget procedures by FY 1997-98, if not sooner, the Courts should submit a joint City budget for FY 1995-96.
- 5- Although the State pays the costs of the Judges' salaries, the City pays the costs of the support staff for each courtroom (i.e., Courtroom Clerks, Court Reporters, Baliffs, etc.). As a result, consolidation efforts that can improve efficiencies in the courtroom and reduce the number of additional judges that are required can result in direct cost savings for such additional support staff.
- 6- Although the Courts have established joint rules regarding payment of interpreters for the Courts, (current estimated cost of \$727,000 for FY 1995-96), the Municipal Court has one interpreter coordinator and the Superior Court has the equivalent of one interpreter coordinator. Consolidation of the coordinator activities in the Municipal and Superior Courts should result in immediate reductions in interpreter payments through more flexible and effective use of interpreters and the potential for future year additional reductions.

Program Area Conclusions and Recommendations

7- The Courts do not maximize their revenue potential. In the FY 1995-96 budget, the Superior Court has requested one new position (0589 Revenue Officer) for capturing additional revenue for the Superior Court. This new position, if approved by the Board of Supervisors, should be for both the Municipal and Superior Courts, to collect reimbursements for attorney and filing fees when judgements are awarded in Municipal and Superior Courts, from Juvenile or Traffic Court and from participants in the Superior Court's Arbitration Program, as well as other potential uncollected revenue.

8- Both the Superior and Municipal Courts have separate computer system units, each with their own supervisors and staff. There is a significant discrepancy in the salaries of the computer staff, with the Director of the Municipal Court's computer operations earning \$108,225 annually (not including benefits), and an additional three Municipal Court computer staff each earning \$89,476 annually (not including benefits). In comparison, the Superior Court's top operations staffperson earns \$71,436 annually. Coordination of these functions is needed to begin to develop a fully integrated automated information system, including standardization of forms and procedures for inputting the data into the system. There is the potential for long-term savings and significantly improved efficiencies, once a fully integrated consolidated system is developed.

9- The Municipal and Superior Courts each have their own personnel staff. Although there may not be an immediate FY 1995-96 savings from consolidating these primarily payroll activities, all personnel activities of the Courts should be consolidated to capture future potential efficiencies.

10- The Superior Court has one Information Clerk and the Municipal Court has three Information Clerks, who are primarily responsible for answering telephones, taking messages and providing general information for each Court. With the increase of voice mail and automated information services, these telephone operator functions should be combined and at least one of the four positions should be eliminated.

11- Cross training of both Municipal and Superior Court staff is needed to improve the flexibility of staffing assignments and to accommodate potential staff reductions. The Municipal Court currently has one Training Officer (Court System Coordinator 222) position. Given the importance of training for a fully coordinated Court to succeed, the Superior Court should assign one staff person to training activities and these training functions should be consolidated and jointly performed for the Courts.

12- The Municipal and Superior Courts operate separate Criminal Divisions, each with their own supervisors and staff. Since many cases may originate in the Municipal Court, yet ultimately end up in the Superior Court, there is a need to coordinate, yet not duplicate, these activities.

Program Area Conclusions and Recommendations

Recommendations

- 1- The Board of Supervisors should urge the Municipal and Superior Courts to maximize their coordination and consolidation efforts to increase efficiencies, improve public services and reduce overall costs for the City.
- 2- The Courts should continue the meetings of the Joint Court Management Committee to work on additional areas for consolidation.
- 3- Eliminate the Municipal Court's Clerk-Administrator position, which has separate responsibility for the operations and administration of the Municipal Court and the Executive Assistant to the Municipal Court's Presiding Judge, who performs special assignments for the Presiding Judge. Consolidate all court operations and administrative functions under the Court's Chief Executive Officer and create one new Assistant Executive Officer position to provide dual overall operations of the Court and special assignments for a single presiding judge, such as coordinating civil masters calendars (Savings of \$93,157 annually).
- 4- The Board of Supervisors should urge the Municipal and Superior Courts to work with the Controller's Office to submit one joint budget for both Courts for FY 1995-96 (Estimated savings of approximately one month of Court Accountant's time or \$3,600 annually).
- 5- Reduce the number of pro tem Court Reporters and Courtroom Clerks required by maximizing the efficiency of judges and courtroom assignments. The Courts estimate that approximately \$58,000 in annual pro tem Court Reporters and Courtroom Clerk costs could be eliminated.
- 6- Fully integrate the Superior and Municipal Court's interpreter activities to eliminate duplication and inefficient use of existing interpreters. Future year additional savings of interpreters costs should be achieved through such consolidation (Estimated FY 1995-96 Fees and Other Compensation savings of \$53,000).
- 7- Create one new Revenue Officer (0589) position, at an estimated annual cost for salary and benefits of \$51,404 to consolidate and enhance revenue collection opportunities for the Municipal and Superior Courts. Based on the Court's estimates, this new position should be able to generate at least an additional \$100,000 of new revenue in FY 1995-96, for a minimum net benefit of \$48,596.
- 8- Continue consolidating the computer operations and staff of the Municipal and Superior Courts. The Municipal Court's Computer System Director reports that an estimated \$100,000 savings in operational costs for FY 1995-96 can be achieved in the Municipal Court's budget with the purchase of replacement equipment and software. Such replacement equipment and software would be sufficient to accommodate the needs of both the Municipal and Superior Courts for consolidation of both courts' computer operations. Full consolidation of the courts computer operations should be completed prior to moving into the new Courthouse in 1997.

Program Area Conclusions and Recommendations

- 9- Reorganize the personnel activities of the Municipal and Superior Courts to consolidate the staff within one Division (No immediate identifiable savings for FY 1995-96).
- 10- Consolidate the telephone operator functions and eliminate two Information Clerk positions (Savings of \$99,617 annually).
- 11- In house training staff from the Municipal Court and Superior Court should be consolidated to develop cross-training programs for all Court staff (No identifiable savings for FY 1995-96).
- 12- Consolidate the Criminal Courts Division, resulting in the elimination of one of the duplicated management positions (i.e., Municipal Court's Division Chief or Superior Court's Manager of Court Operations). Estimated total savings of \$88,585.
- 13- Eliminate the Superior Court Assistant County Clerk position, which is currently vacant, and which is an unnecessary level of supervision in a consolidated Court (Savings of \$89,472 annually).
- 14- Eliminate the Fiscal Officer position in the Municipal Court, which is currently vacant. The staff of the Accounting Division, currently overseen by the Fiscal Officer can be consolidated under the Superior Court's Budget and Administrative Manager (Savings of \$88,319 annually).

Program Area Policy Options

Program Area: Court Consolidation

Department(s) Involved: Municipal and Superior Courts

Policy Issues:

Given (1) the Court's resistance to further consolidate judicial operations and administration, (2) the State's previous policy of tying State budget appropriations to the Courts to operational savings achieved through consolidation and (3) the additional efficiencies that can be achieved with a unified court, the Board of Supervisors should consider linking future budget appropriations to documented savings achieved through consolidation of the Municipal and Superior Courts, until such time that the Courts are fully unified and have achieved maximum efficiencies.

Many of the recommendations contained on the previous pages would affect positions in the Courts which are currently filled. Therefore, if these positions are eliminated, it could result in layoffs of personnel. Alternatively, these positions could be eliminated through attrition, such that positions could be identified for elimination when these positions become vacant. At the same time, other new positions are being requested by the Courts (e.g., Revenue Officer, Research Assistant, Judicial Clerks, etc.). Elimination of filled positions and the creation of new positions are policy matters for the Board of Supervisors.

Fiscal Impact(s):

Implementation of the 14 proposed recommendations contained in this report would result in an estimated net annual savings of \$722,346 in FY 1995-96.

Program Area Overview

<i>Program Area:</i>	<i>Information Technology Organization</i>
<i>Departments Involved:</i>	<i>Controller's Information Services Division</i> <i>Department of Electricity and Telecommunications</i> <i>Electronic Information Processing Steering Committee</i>

The General Fund "program area" reviewed here is fundamentally a question: What are the potential benefits of consolidating the departments that are providing information technology-related services, including the Controller's Information Services Division (ISD), the Department of Electricity and Telecommunication (DET), and the Electronic Information Processing Steering Committee (EIPSC).

The Board of Supervisors Select Committee on Charter Reform is considering consolidating DET with departments other than ISD and EIPSC. One proposal would consolidate the Real Estate Department, the Purchasing Department, and the DET into a Department of Administrative Services. This issue is not considered here.

Program Area Description and Analysis

<i>Program Area:</i>	<i>Information Technology Organization</i>
<i>Departments Involved:</i>	<i>Controller's Information Services Division (ISD)</i> <i>Department of Electricity and Telecommunications (DET)</i> <i>Electronic Information Processing Steering Committee (EIPSC)</i>

Controller's Information Services Division

ISD is the largest division of the Controller's Office, representing half of its staff and budget. ISD's FY 1994-95 Budget of \$19,232,884 is totally funded by work order recoveries from most of the other City departments. ISD's staff of 195 now serves more than 50 City departments through its application development, education, consulting, computer production and network services.

ISD has three sub-divisions including (1) Administration and Customer Services with 28 positions, (2) Systems and Programming Services with 84 positions, and (3) Technical Services with 73 positions. The remaining positions include the ISD Division Director, her Executive Secretary and a two section unit of 8 positions. One section conducts special research projects, monitors changes in the information technology industry for opportunities to improve services, and assists departments in applying new office technologies to meet their business requirements. The other section provides internal support with data base application development.

ISD is in the Controller's Department because the Controller was the first to take advantage of computers due to the Department's need to process the City's large number of financial transactions. With its mainframe computers, ISD currently maintains and "runs" the following major data processing systems: Financial Systems, Payroll and Retirement Systems, Health Services Systems, Social Services Systems, DA-Family Support Systems, Law Enforcement and Criminal Justice Systems, and the Property Systems for the Assessor, Tax Collector, and Department of Public Works. In addition, ISD also develops an increasing number of personal computer/local area network systems often used as alternatives to large scale mainframe applications.

ISD also delivers the following services to other City departments: information technology planning services, education and training services, PC-local area network services, data communications planning and support services, application systems development and enhancement services, small department computer support services, user group support, and software and equipment evaluation services, and security and disaster recovery services.

Without a central computer support function being assigned, ISD has responded to the needs of the departments by providing an ever increasing array of services which the various departments have been willing and able to pay for. According to ISD's *A Client's Guide to ISD Services*, ISD offers a full range of communications consulting and design services. ISD works with individual departments to develop department-level networks to meet each department's special requirements and to establish communications links between and among City departments and outside agencies. ISD designs and installs network cabling and equipment. Often, ISD will work order DET to install cable and other devices for its customers.

Program Area Description and Analysis

Department of Electricity and Telecommunications

Notwithstanding ISD's communication services, according to the City's Administrative Code Section 22b, City departments are required to place all voice, transmission, wireless, cellular, video, and other service requests through DET. DET is authorized by the Administrative Code to plan, propose and design the telecommunications facilities for boards, commissions and departments of the City. However, the Administrative Code excludes ISD and other large departments from these requirements.

DET's FY 1994-95 Budget of \$12,549,414 is 63 percent funded by work order recoveries from other City departments. DET's staff of 86 is responsible for (1) providing communications services to all City departments and agencies including voice and data telecommunications, radio communications, fire alarm service and other essential public safety communication services, (2) defining the strategic telecommunications direction for the City, and (3) selecting and evaluating communications equipment and services necessary to support such telecommunications.

DET has four divisions. The Telecommunications Division designs, installs and maintains the City's voice telephone switches and interior cable networks. The Public Safety Wire Communications Division installs and maintains overhead cable on City Streets for the fire alarm boxes and for the Mayor's Emergency Telephone System (METS). It supports the Central Fire Alarm Station (CFAS). In addition, it installs and maintains the City's telephone and data wiring including twisted-pair telephone wire and jacks, shielded computer data cable and fiber optic computer data cable.

The Radio Division designs, installs and maintains the City's wireless equipment including radio, cellular, and pager equipment. The Administration Division operates the City's central telephone switchboard, the central allocation of City-wide telephone charges, a computer services section and a special project management team.

Electronic Information Processing Steering Committee

EIPSC provides the City's central information technology policy, regulatory, and coordinating function. It is responsible for setting City-wide computer/data processing standards and policies. EIPSC annually reviews and authorizes each City department's three year information system master plan including the department's purchase of equipment and software, and each department's various information system projects and plans. This master plan process is the only means EIPSC has of determining, regulating, and directing departmental technology plans and activities.

EIPSC has four permanent members: the Controller, the Chief Administrative Officer, and representatives of the Mayor's Office and the Board of Supervisor's Budget Analyst's Office. Three additional members representing other City departments are elected by the Committee. Currently EIPSC's departmental members represent the Recreation and Park Department, Human Resources, and the Tax Collector's Office. EIPSC has a full-time paid Director and clerical support. Funding for these positions is included in the Controller's budget.

Program Area Description and Analysis

EIPSC currently is preparing to develop a Strategic Information Technology Plan for the City. Without such a plan EIPSC has had difficulty maintaining a consistent uniform standard for controlling departmental technologies. As a result, a variety of adaptations of personal computers, local area networks, wide area networks, and unique application software continue to proliferate within the City's various departments. In addition, six departments have established their own independent, decentralized main-frame data centers supporting the Superior Courts, Public Health, Transportation, Airport, Port and the Department of Public Works.

Management Accountability for Office Technology Development and Cost Control

Lacking a single department responsible for technology development, most of the City's major new information systems have been created under the control of committees made-up of representatives of the departments particularly interested in each new system. The project-by-committee approach creates long delays in decision-making and lacks clear accountability and follow-through. The City's managers report a need for a central authority to make clear-cut decisions on the specific course the City should be taking.

For example, ISD and DET managers would like the City to establish a City-wide interdepartmental computer network system. The City could choose from a variety of data and cable standards and systems. Without a City network to plug into, the departments use modems connected to the public telephone system to transmit data between their own divisions and other departments.

The City should be establishing systems to share information among its departments economically, setting and enforcing data security standards and business disaster recovery strategies, centralizing network connections to the Internet, and acting collectively and cohesively to purchase services and equipment at significant discount.

For example, DET has been able to document savings of at least \$3 million through the purchase of dedicated phone lines and the negotiation of volume pricing with the phone company. The number of phone lines used is minimized based on automated telephone traffic studies. In addition, by using special telephone circuits for out-of-State calls, DET will be able to save over \$50,000 per month.

The City could receive similar savings by purchasing special data circuits sold by the telephone company and other carriers. For example, certain Advanced Digital Network (ADN) lines are one third the price of normal lines. Further, various departments have been independently establishing computer connections to the Internet.

The City could negotiate significant volume discounts from the standard \$35 per month per Integrated Service Digital Network (ISDN) line installed and usage fees for the time the line is actually used if a central data management department had the authority to control such connections. Other savings could be made by foregoing the special \$1,000 modems required to connect directly to the Internet. The City could establish a central Internet tie and save each department Internet user the \$1,000 equipment charge.

Program Area Description and Analysis

Analysis

If the City never used computers before and sought the best organization structure to support the new technology, what responsibilities would be given to the new department?

Based on our experience with computer systems and a review of computer trade and technical journals, we have found that various office technologies are converging into a complex interconnected whole. One machine can now replace the four that separately printed, FAXed, photocopied, and scanned images into computers. Personal computers now often network through dedicated wires and fibers, over voice and special digital telephone systems and, soon, without wire on cellular, infrared, and special radio frequencies. All office technologies are being interconnected and networked. And the networks, themselves, are becoming virtual computer systems.

With this understanding, the Budget Analyst has determined that one department should be made accountable for managing the complex interconnected system of office technologies for the City. The potential benefits of consolidating the departments that provide information technology-related services would be an improved accountability and effectiveness of decision making, planning and cost control.

The City could consolidate these functions under the Controller's Office with ISD or establish a separate new consolidated department. Based on the fundamental concept of maintaining the independence of the Controller's Office apart from line responsibilities, the City's office technology management function would best be kept separate from the Controller's Office. The Controller's Office would audit the internal controls and security of a City-wide computer network, especially when linked with other outside networks. The validity of the City's data processing transactions must also be evaluated often. This responsibility requires the independence of the Controller's Office.

Heretofore, arguments have been made that the Controller's Office should directly control the computer systems on which its transactions are processed. Such direct control was thought to prevent any outside corruption of the data system. Security methods available for modern transaction systems no longer support this argument.

This proposed new consolidated department is best located under the auspices of the Chief Administrative Officer as are the other internal support departments of Real Estate and Purchasing.

The Controller and Chief Administrative Office could appoint a transition team to review the issues involved with the proposed consolidation. The transition team should perform a detailed evaluation of the internal support requirements, the appointment of a department manager, and the location of administrative offices. Important also is the need to give the proposed new department a name.

Program Area Description and Analysis

Consolidating ISD and DET would entail the elimination of duplicative departmental accounting, clerical, programmer and management positions. However, the scope of this project did not include time for a comprehensive position by position job analysis. The transition team should evaluate the elimination of positions, such as the six positions listed below, based on carefully predicted workloads, required departmental functions, and broad spans of control for the proposed consolidated department. We estimate that positions equivalent to the six positions listed below could be eliminated, thereby saving approximately \$340,000 annually:

- 1452 Executive Secretary II
- 1632 Senior Account Clerk
- 1657 Senior Systems Accountant
- 1819 Management Information Systems Specialist III
- 1872 Programmer Analyst
- 1873 Systems Programmer

In addition, the 1150 DET General Manager and the 1882 Director, Controller Systems and Data Processing, positions should be reclassified to reflect an increase in the authority, responsibilities and accountability of one position and a reduction of responsibilities for the other. The Chief Administrative Officer would give advised consideration to the appointment of the management team for the proposed new department.

EIPSC could continue to meet. It would continue to be responsible for setting City-wide computer standards and policies, and continue to review and authorize each City department's three year information system master plan. However, the proposed new department would provide EIPSC with improved oversight capability through the new department's ability to better monitor departmental computer operations. The new department should keep EIPSC's proposed Strategic Office Technology Plan current.

EIPSC would also provide the City departments having membership status on the Committee—and other City departments too—with the means to affect the proposed new department's operations helping to assure its continued responsiveness to the needs of its customer departments. EIPSC's current two staff positions would be transferred to the proposed new department.

Conclusions and Recommendations

<i>Program Area:</i>	<i>Information Technology Organization</i>
<i>Departments Involved:</i>	<i>Controller's Information Services Division (ISD)</i> <i>Department of Electricity and Telecommunications (DET)</i> <i>Electronic Information Processing Steering Committee (EIPSC)</i>

Conclusion

One department should be made accountable for managing the complex interconnected system of office technologies for the City. The potential benefits of consolidating the departments that provide information technology-related services would be improved accountability and effectiveness of decision making, planning and cost control as the City's computers increase their use of interconnected wire, radio, and other communication channels.

Recommendations

We recommend that the Board of Supervisors request the Mayor to urge the Chief Administrative Officer and the Controller to appoint a transition team to develop a plan to consolidate EIPSC, ISD and DET. The consolidation plan should be finalized in time to merge these agencies at the beginning of the 1996 calendar year.

Fiscal Impacts:

The City could save approximately an estimated \$171,500 in personnel costs during the initial six months of consolidation and approximately an estimated \$340,000 in annual personnel costs thereafter. The potential benefits of consolidating the functions that provide information technology-related services would be improved accountability and effectiveness of decision making, planning and cost control for the City.

Note:

The Controller comments on a draft of the above report as follows:

"By and large, I believe the Budget Analyst's description of the current state of affairs is accurate. I do, however, disagree with his basic recommendation. ... As the Budget Analyst mentions in his report, EIPSC is starting a project right now that is intended to result in a Strategic Plan for Information Technology for the entire City by the end of 1995. This is also the target date for the Budget Analyst's consolidation. This strategic planning process would allow all the players—the Mayor, Board, CAO and

Conclusions and Recommendations

the Controller (permanent EIPSC members) to approach the issue of how best to accommodate all of the City's Information Technology/Communications needs in a more considered fashion.

I would recommend that you modify your conclusion to defer action on your recommendation until the Strategic Planning process has been completed."

The Budget Analyst concurs with the Controller's concerns but believes that they could be accommodated with the Budget Analyst's recommendation. The Chief Administrative Officer and the Controller could appoint a transition team to develop a plan to consolidate EIPSC, ISD and DET as recommended above. The transition team's consolidation planning would be able to provide organizational information to the consultant preparing the City's Information Technology Strategic Plan.

EIPSC's consultant would have the Strategic Plan available at the end of 1995 in time for the transition team to consider and modify its consolidation plan as needed. The City would have sufficient time to promptly merge EIPSC, ISD and DET during the first quarter of the 1996 calendar year. Should EIPSC's consultant recommend that the City organize its technology departments in some manner incompatible with this proposed consolidation plan, the City could consider the alternatives.

In any event, the Budget Analyst recommends that the City must be prepared to expeditiously implement the Information Technology Strategic Plan's recommendations with which it agrees before the plan is outdated by the swift pace of technological change.

Program Area Overview

Program Area: Paramedic/Fire Department Consolidation

Department(s) Involved: Paramedic Division of Department of Public Health and Fire Department

Paramedics provide advanced life support services as part of the City's emergency medical services system. When the Police Department determines that a 911 telephone call involves a medical problem, the call is transferred to the Central Medical Emergency Dispatch (CMED), which is operated by the Paramedic Division of the Department of Public Health (DPH). Paramedic dispatchers ascertain the nature of the problem and dispatch an ambulance, staffed by two paramedics, according to a three-tier priority system (Code 3-life threatening emergency or special circumstances, Code 2-non-life threatening emergency, Code 1-non-emergency). All 911 requests receive a Paramedic Division ambulance dispatch. In addition, the paramedic dispatchers alert the Fire Department (SFFD) for calls in which a quick response by firefighters trained to perform such procedures as first aid, CPR or automated defibrillation could be beneficial, as well as for cases where firefighters might be needed to help the paramedics gain access to a building or patient. CMED dispatches approximately 65,000 ambulance runs each year. A Fire Department engine company provides first responder services on approximately 43 percent, or 28,000, of these calls. In approximately 65 percent of medical calls, the Paramedic Division ambulance transports patients to hospitals. The San Francisco General Hospital (SFGH) administers a contract for the Paramedic Division with a billing agent, which recovers approximately 78 percent of Paramedic Division costs from fees for ambulance services.

The Paramedic Division has a 24-ambulance fleet, and deploys 15 staffed ambulances during the day and 8 at night. Ambulances are deployed in eight zones throughout the City depending on the projected distribution of call demand. The FY 1994-95 budget provided 30 new paramedic positions, to bring the total to 160 paramedics, in a successful effort to reduce response time. Since the new staff were added, the Paramedic Division has met or exceeded the ambulance response time standards that were established for San Francisco in 1992. These standards include providing paramedic response within 8 minutes for 90 percent of life threatening emergencies, within 10 minutes for other Code 3 calls, and within 20 minutes for 90 percent of all other emergencies. The EMSA has not yet established medical call response time standards for the SFFD. Current SFFD 90th percentile first responder time is approximately 5.4 minutes, because there are 41 fire stations in the City, providing fire engines on location in almost every square mile of the City. These standards and times refer to the time needed to respond to 90 percent of the calls received. Average response times would therefore be lower than the 90th percentile times.

Municipal fire departments administer paramedic services in many cities in the United States. Paramedic services based in a public health department are less typical, but the cities of Boston, Denver, Cleveland, New Orleans, New York, Pittsburgh and St. Louis have this type of organization in common with San Francisco. Another option followed by many cities is to contract with private companies to provide paramedic services. Historically, this is the most common model. In recent decades, with the decline in the number of fires faced by most urban fire departments, providing first responder services on emergency medical calls has become an increasingly significant part of fire department activities. (In San Francisco, the approximately 28,000 medical calls in which the SFFD participates annually represent approximately 47 percent of total SFFD annual calls.) Many fire departments and firefighter unions nationally advocate for basing paramedic services in fire departments. There are

Program Area Overview

Program Area: Paramedic/Fire Department Consolidation

Department(s) Involved: Paramedic Division of Department of Public Health and Fire Department

several examples of fire departments that have taken over paramedic services from private companies, in response to rising demands for subsidy of the private companies by local government. The Budget Analyst did not find examples of takeover of paramedic services from a municipal health department, however. The analysis that follows this overview presents the key issues that must be considered in determining whether paramedic services should remain in the DPH or be transferred to the SFFD.

The entire EMS system for San Francisco is overseen by the DPH Emergency Medical Services Agency (EMSA), which is responsible for establishing policy and coordinating system quality assurance. The State of California requires the San Francisco EMSA to update its EMS plan every ten years. The next update is scheduled to occur during FY 1995-96. Ms. Abby Yant, Administrator of the EMSA, advised the Budget Analyst that EMSA plans to take this opportunity to conduct a complete analysis to define the optimal emergency medical system for San Francisco. EMSA will undertake this analysis in coordination with the Mayor's Fiscal Advisory Committee (MFAC). Ms. Yant advised that representatives from the DPH Paramedic Division, the SFFD, the SFPD, the Office of Emergency Services, the Mayor's Budget Office, and private ambulance companies will all be involved in development of the new EMS Plan. This process is scheduled to get underway in the Fall of 1995. Ms. Yant stated that the EMSA might have preliminary recommendations prepared in time to commence implementation of any changes as part of the FY 1996-97 budget process.

Program Area Description and Analysis

Program Area: Paramedic/Fire Department Consolidation

Department(s) Involved: Paramedic Division of Department of Public Health and Fire Department

Emergency medical services can be provided through a variety of possible configurations. These include: (1) paramedic services based in the Public Health Department, with firefighters as the first responders and private ambulance services used only for backup or scheduled transport (the current San Francisco system); (2) paramedic services based in the Fire Department, staffed by firefighters who are paramedics, traveling on fire engines equipped with medical supplies, and using a private ambulance service for transport of patients to hospitals; (3) paramedic services based in the Fire Department, as above, but traveling in ambulances that are used to transport patients; and (4) paramedic ambulance services provided entirely by a private company, with the Fire Department as the dispatcher and first responder. These alternatives do not exhaust the possibilities; for example, Sacramento County is experimenting with a system that places some paramedics in ambulances and some on fire engines.

The organizational structure is only one component of an EMS system. Broader policy decisions balance quality of care with response time and costs. Such policies must be taken into account in evaluating how well a specific structure can be used to deliver the desired EMS results. In discussing these options, it is important to define the types of medical response. Basic Life Support (BLS) is provided by individuals with Emergency Medical Technician (EMT) certification, which involves 110 hours of training, plus at least 4 hours of optional defibrillation training. (Defibrillation is a procedure used in cases of cardiac arrest, in which an electric shock is administered to the heart to restore its normal rhythm.) BLS treatment includes first aid, CPR and defibrillation. Advanced Life Support (ALS) is provided by paramedics, who have approximately 1,200 hours of training plus EMT certification. ALS treatment includes advanced levels of assessment and treatment, and the administration of medication, including intravenous medication.

Among the key policy questions are:

- Should all 911 medical calls receive an Advanced Life Support (ALS) -- i.e. two paramedics and an ambulance -- response, or should the City establish protocols to enable the dispatcher to send only Basic Life Support (BLS) -- i.e. firefighters or other personnel with basic EMT training -- in response to certain calls, and/or to redirect some non-emergency calls to nurse advisors? Alternatively, could the standard response be one paramedic and one EMT per ambulance? How would such a change effect patient outcomes? Current policy in San Francisco is to provide a two paramedic ALS response to all 911 medical calls.
- Should the first responder have ALS staffing and equipment? In San Francisco, the first responder for most life threatening emergencies is a BLS fire engine. The answer to this question involves weighing the potential medical benefits of earlier ALS response against either the cost of increased paramedic staffing and equipment, or the cost in quality of care that would result from sending only one paramedic, instead of two, to a medical response. Current policy

Program Area Description and Analysis

Program Area: Paramedic/Fire Department Consolidation

Department(s) Involved: Paramedic Division of Department of Public Health and Fire Department

in San Francisco is to provide BLS first response, but to send two paramedics in an ALS unit, which arrives shortly after the firefighters.

- What are acceptable standards for response times, and how can response times be minimized within acceptable cost parameters? In San Francisco, the standard is to provide ALS response to 90 percent of life threatening medical emergencies within 8 minutes; to 90 percent of other Code 3 (top priority) calls within 10 minutes. For non-life-threatening medical emergencies, ALS response to 90 percent of calls is to occur within 20 minutes. The EMSA has not established a response time standard for first responders. Current SFFD 90th percentile first responder time is approximately 5.4 minutes, because there are 41 fire stations in the City, providing fire engines on location in almost every square mile of the City. These standards and times refer to the time needed to respond to 90 percent of the calls received. Average response times would therefore be lower than the 90th percentile times.

Response time is effected by numerous variables, including call volume, traffic conditions, staffing level and deployment of staff. Ambulances deployed by the Paramedic Division currently move within assigned zones of the City, which are adjusted based on analysis of the probability of occurrence of calls by geographic area and time. A fixed deployment of ALS staff and equipment to fire stations would represent a significant change. ALS fire engines could presumably respond faster than ambulances (of which there are fewer) to many calls, but at current staffing levels there would not be enough paramedics to fully staff all fire stations. The current dynamic deployment system provides greater flexibility in placement of ALS responders.

Possible Cost Impacts of Transfer of Paramedics to SFFD

Until the actual configuration of an EMS system based in the SFFD is designed, the Budget Analyst cannot determine whether cost savings would be achieved or how much might be saved. The parameters that must be considered include:

- ✓ Paramedic staffing: San Francisco currently employs 160 paramedics in the Paramedic Division of the DPH, and requires all firefighters to obtain at least EMT-1 certification. Based on the practice in other cities, and the assumptions of SFFD and DPH administrators, if paramedic services were placed in the SFFD, paramedic positions would likely be transitioned over time into firefighter/paramedic positions. Administrators assume that firefighters would be permitted to acquire paramedic training, and paramedics would be given the opportunity to obtain firefighter status. (Deputy Chief Howard Slater of the SFFD advised the Budget Analyst that a ballot measure would probably be required in order to give paramedics firefighter status without going through the normal firefighter application process.)

Program Area Description and Analysis

Program Area: Paramedic/Fire Department Consolidation

Department(s) Involved: Paramedic Division of Department of Public Health and Fire Department

SFFD officials were unable at this point to state whether firefighters who took on paramedic responsibilities would have to be replaced with dedicated firefighters on a one-to-one basis in order to maintain adequate levels of fire fighting staff. Currently paramedics have a relatively high "percent hour utilization" of 60 percent, which refers to the proportion of on duty time when they are engaged in responding to calls. The SFFD would have to conduct a detailed study of alternative staffing plans to determine to what extent firefighter/paramedics could serve a dual role and therefore permit reductions in overall staffing.

The pay scale for paramedics in San Francisco (\$1,740 to \$2,115 bi-weekly) is higher than that for firefighters (\$1,684 to \$1,940 bi-weekly), but when benefits are taken into consideration firefighters with Emergency Medical Technician (EMT) training cost approximately \$2,500 more per year than do paramedics. The comparison is based on salaries at the top step.

Jurisdictions with firefighter/paramedics generally pay these personnel a premium over the EMT firefighter salary. The Budget Analyst surveyed three California counties to estimate the premium that might be paid to firefighter paramedics over the EMT-1 firefighter salary. Alameda County pays a premium of \$3,828 per year. Sacramento County pays a premium of \$4,800 per year. Los Angeles County pays a premium of \$9,648 per year. Therefore, we estimate that the City would incur an additional cost, on a per firefighter/paramedic basis, of approximately \$6,300 to \$12,000 per year by converting DPH paramedic positions to SFFD firefighter/paramedic positions.

Applied to the current 160 FTE paramedic positions, the above estimate would result in increased annual staff costs of approximately \$1.01 million to \$1.92 million. However, it is possible that staffing could be configured in such a way that fewer total positions would be required. For example, a decision to send one paramedic and one EMT for each ALS response, instead of the current two paramedics, could lower paramedic staffing requirements, depending upon how many fire stations were to be staffed with paramedics, and how stations in peak paramedic demand areas of the City would be staffed. This could lower the cost differential, particularly if the SFFD provided EMT staffing from existing firefighter positions. It should be noted, however, that it would also be possible to convert to a one paramedic/one EMT configuration within the current DPH Paramedic Division. In making any such change, the potential effects on patient outcomes from staffing at different skill and experience levels would have to be assessed.

A further decision would have to be made regarding whether or to what extent the SFFD would permit firefighters to use paid time to obtain paramedic training (approximately 1,200 hours), and at whose expense the training would be provided. Paramedics are currently required to have one year paramedic experience prior to joining the San Francisco staff.

Program Area Description and Analysis

Program Area: Paramedic/Fire Department Consolidation

Department(s) Involved: Paramedic Division of Department of Public Health and Fire Department

- ✓ Administration: The DPH Paramedics Division currently has twelve administrative and support positions, including the Chief Paramedic, Deputy Chief for Operations, Assistant Chief for Dispatch, Business Manager, Materials Manager, etc. The cost of these positions, with benefits, was approximately \$733,000 in FY 1994-95. It is possible that some of these positions could be eliminated if paramedic services were transferred to the Fire Department. To the extent that existing SFFD administrative staff could take on these functions, and paramedic services could be integrated into engine company activities, duplication of functions might be identified.
- ✓ Materials Management: The Paramedic Division employs a staff of 9.5 FTEs under the supervision of a Materials Manager to purchase and maintain ALS supplies, and restock ambulances as they finish their shifts, on a 24-hour basis. The total FY 1994-95 cost of these personnel with benefits was approximately \$349,759. The SFFD employs Materials and Supplies Supervisor and two staff in a Bureau of Equipment. If these functions were consolidated, there might be some opportunity for efficiencies, resulting in cost and staff reductions, although substantial reductions are doubtful. However, the Paramedic Division is in the process of analyzing its storekeeper operations, and evaluating the option of contracting with a private service to prepare the specialized medical supply kits that are used by the paramedics.
- ✓ Facilities costs: The Paramedic Division is currently headquartered at 2789 25th Street. The DPH paid \$811,000 rent for this building FY 1994-95, which included amortization costs for the construction of a new dispatch center and other renovations provided by the owner. The building houses the CMED dispatch center, the supply area and vehicle maintenance, in addition to administrative staff. If the CMED dispatch function is absorbed into the planned central 911 dispatch (a consideration that is beyond the scope of this report), it is possible that existing SFFD facilities could house the supply and vehicle maintenance facilities, but this would depend upon whether such support services were delivered at fire stations or at a central location. It should be noted, however, that the building's lease does not expire until June 30, 2000. Deputy City Attorney Paula Jesson advised the Budget Analyst that the lease contains restrictive provisions that limit the City's ability to terminate prior to the expiration date.
- ✓ Ambulance service: As noted earlier, one possible configuration of an EMS system based in the SFFD would place paramedics on fire engines, and involve a contract for private ambulance services. The relative costs and benefits of such an approach would have to be measured with a detailed analysis that took into account the existing investment in City vehicles. DPH administrators advise that they are currently conducting an analysis of system-wide transportation needs, and may institute increased use of Paramedic Division ambulances to reduce overall DPH transportation costs. In addition, contracting of patient transport would severely limit the ability of the City to recover costs through billing.

Program Area Description and Analysis

Program Area: Paramedic/Fire Department Consolidation

Department(s) Involved: Paramedic Division of Department of Public Health and Fire Department

Program Revenues

The Paramedic Division is largely self-supporting. Out of a total FY 1994-95 budget request of approximately \$13.98 million, the Division anticipates net collections from billing of \$10.9 million, or 78 percent of total costs. Most of the remainder of the Division's budget is funded by allocation of approximately \$3 million in State Realignment funds, which could be reallocated to other DPH activities if more revenue were generated from billing.

The SFGH administers a contract for the Paramedic Division with a private billing agent, who has had considerable success in boosting revenues over the past six years. Presumably, this contract could be administered by the SFFD rather than the DPH. However, it should be noted that paramedic services will be directly affected by the new managed care environment faced by health care providers. One advantage of keeping paramedic services in the DPH is that, as paramedic services become subject to new reimbursement regulations from Medicare and private Health Maintenance Organizations (HMOs), the Division can draw on the resources of the DPH to conduct sophisticated analyses of revenue sources. The SFFD has no background in this area of fiscal management.

Potential Bronzan Act Implications of Transferring Paramedic Division to SFFD

It is also necessary to consider whether changes in the City's emergency medical response system could have "Bronzan Act" implications. The Bronzan Act is a State law that addresses anti-trust issues with respect to emergency medical services. (Health and Safety Code Section 1797.224.) The Bronzan Act permits counties to limit the number of agencies that provide EMS services if the county selects providers through a competitive bid procedure. However, the county need not use a competitive bid procedure if the county has used the same EMS providers in the same manner and scope of operation since 1981. Therefore, it would be advisable, before effecting changes in San Francisco's EMS system, to ask the City Attorney to review the specific proposed changes in light of the Bronzan Act.

Program Area Conclusions and Recommendations

Program Area: Paramedic/Fire Department Consolidation

Department(s) Involved: Paramedic Division of Department of Public Health and Fire Department

Conclusion(s):

Emergency medical services can be provided through a variety of possible configurations. Broader policy decisions that balance quality of care with response time and costs must be taken into account in evaluating how well a specific structure can be used to deliver the desired EMS results. The San Francisco Emergency Medical Services Agency (EMSA) will coordinate a major planning process to define the optimal emergency medical system for the City during FY 1995-96, as part of a State-mandated EMS Plan update. EMSA will undertake this process in conjunction with the Mayor's Fiscal Advisory Committee (MFAC), and with the participation of all affected City agencies and private providers.

In the opinion of the Budget Analyst, it would be premature for the Board of Supervisors to take any action to reorganize paramedic services under the Fire Department in the context of the FY 1995-96 budget process. In the absence of any details about how paramedic services would be organized in the SFFD, the Budget Analyst cannot assess the costs and benefits of such a change. However, given the fact that the Paramedic Division is currently meeting response time standards, and the higher projected cost of firefighter/paramedics compared to paramedics, there is no clear case for initiating a transfer at this time. Also, the Paramedic Division is largely supported by fees (78 percent) and State funds, so any reorganization would not directly benefit the General Fund. The issues are complex, and involve high risk emergency services. They warrant the in-depth study that should be provided by the EMSA planning process. Furthermore, the Budget Analyst expects to initiate an audit of the Paramedic Division at a date to be determined, pursuant to a May, 1993 request from the Board of Supervisors.

Recommendations:

1. In organizing the EMS Plan process, the EMSA should ensure that the Fire Department (SFFD) will have an adequate opportunity to participate in the decision-making process. Because the EMSA is a Division of the Department of Public Health (DPH), it is particularly important to obtain alternative views regarding the organization of paramedic services.
2. The EMSA should report to the Board of Supervisors at the earliest opportunity regarding preliminary and final recommendations for San Francisco's EMS Plan.

Program Area Overview

Program Area: *Civilianization of Uniform Positions*

Department(s) Involved: *Police Department*

The San Francisco Police Department (SFPD) has a lower ratio of civilian to sworn personnel than three other jurisdictions surveyed. This is primarily because the SFPD has not civilianized many of its administrative functions. As a result, costs are higher than may be necessary for a number of positions in the Department due to higher salary and retirement costs for sworn personnel. By replacing sworn personnel who currently perform certain administrative and support functions with lower-cost miscellaneous positions, sworn personnel could be reassigned to police duties such as District Stations and Investigations. Such a policy would provide more units of service at a lower cost per unit than simply adding more police while continuing to staff administrative and support functions with sworn personnel.

In July of 1994, the San Francisco electorate approved Proposition D, which requires a minimum level of 1,971 full-duty uniform Police Officers by no later than June of 1995. As a result, the civilianization of the 104 uniform positions suggested in this report would produce additional costs of approximately \$5.1 million per year to the City, since for every uniform position that is civilianized, an additional uniform position would have to be added in order to comply with the mandated level of 1,971 sworn personnel.

Still, the City would benefit from civilianization by having more police officers performing law enforcement duties instead of administrative duties. Moreover, the Department could save time and money by hiring civilian personnel who already have experience in and knowledge of specific functions (such as MIS or payroll), rather than providing additional training to existing law enforcement personnel to perform those functions.

If the Board of Supervisors wishes to move forward with the civilianization of administrative functions in the Police Department, the Budget Analyst suggests that, rather than expending a lump sum of over \$5.1 million in FY 1995-96 to civilianize administrative functions in the Police Department, the Department phase in civilianization over a five-year period, at a cost of approximately \$1 million per year.

Program Area Description and Analysis

Program Area: *Civilianization of Uniform Positions*

Department(s) Involved: *Police Department*

As illustrated in the table below, the San Francisco Police Department (SFPD) has the highest percentage of sworn personnel of four jurisdictions.

	<u>San Francisco</u>	<u>San Jose</u>	<u>Sacramento</u>	<u>Oakland</u>
Number of Sworn Personnel	1,971	1,198	605	677
Number of Civilian Personnel	<u>434</u>	<u>392</u>	<u>300</u>	<u>369</u>
Total	2,405	1,590	905	1,046
Percentage Sworn	82%	75%	67%	65%
Percentage Civilian	18%	25%	33%	35%
Ratio of Civilian to Sworn Personnel	1:4.5	1:3.1	1:2.0	1:1.8

The lower ratio of civilian to sworn personnel (1 to 4.5) in San Francisco is primarily because the SFPD has not civilianized many of its administrative functions. As a result, costs are higher than may be necessary for a number of positions in the Department due to higher salary and retirement costs for sworn personnel. By replacing sworn personnel who currently perform certain administrative and support functions with lower-cost miscellaneous positions, sworn personnel could be reassigned to police duties such as District Stations and Investigations. Such a policy would provide more units of service at a lower cost per unit than simply adding more police while continuing to staff administrative and support functions with sworn personnel.

In July of 1994, the San Francisco electorate approved Proposition D, which requires a minimum level of 1,971 full-duty uniform Police Officers by no later than June of 1995. As a result, civilianization at this time would produce additional costs rather than savings to the City, since for every uniform position that is civilianized, an additional uniform position would have to be added in order to comply with the mandated level of 1,971 sworn personnel. Still, the City would benefit from civilianization by having more police officers performing law enforcement duties instead of administrative duties. Moreover, the Department could save time and money by hiring civilian personnel who already have experience in and knowledge of specific functions (such as MIS or payroll), rather than providing additional training to existing law enforcement personnel to perform those functions. The table below shows examples of existing functions that could be civilianized and the difference in salaries and fringe benefits between the current uniform classification and the proposed civilian classification:

Program Area Description and Analysis

<u>Uniform Position</u>	<u>Number of Positions</u>	<u>Annual Salary & Benefits</u>	<u>Current Duties</u>	<u>Proposed Civilian Position</u>	<u>Annual Salary & Benefits</u>	<u>Difference in Annual Cost</u>
Police Inspector	1	\$80,153	Manages data system & WANG; coordinates conversion to PC-based network; responsible for MIS strategic planning & technical support.	1821 MIS Manager	\$87,600	(\$7,447)
Police Officer	1	69,716	PC coordinator	1811 MIS Specialist I	52,163	17,553
Police Officer	1	69,716	PC programmer and database developer	1872 Programmer Analyst	58,047	11,669
Police Officer	1	69,716	PC repairs	1807 MIS Technician II	38,945	30,771
Police Officer	1	69,716	Print Shop coordination; form development	1778 Reproduction Services Manager	54,781	14,935
Police Officer	1	69,716	Facilities coordination for all SFPD buildings	1842 Management Assistant	57,030	12,686
Police Officer	1	69,716	Crime statistician	1804 Statistician	57,801	11,915
Police Officer	1	69,716	Telecommunications repair	1868 Teleprocessing Technician	57,277	12,439
Police Officer	1	69,716	Payroll processing	1220 Payroll Clerk	49,019	20,697
Police Officer	1	69,716	Injury illness prevention; safety officer	1842 Management Assistant	57,030	12,686
Police Officer	1	69,716	Memo processing	1424 Clerk Typist	40,455	29,261
Police Officer	1	69,716	Personnel transfers and distribution	1242 Personnel Analyst	60,758	8,958
Sergeant	1	80,153	Psychiatric liaison	2930 Psychiatric Social Worker	67,197	12,956

Program Area Description and Analysis

<u>Uniform Position</u>	<u>Number of Positions</u>	<u>Annual Salary & Benefits</u>	<u>Current Duties</u>	<u>Proposed Civilian Position</u>	<u>Annual Salary & Benefits</u>	<u>Difference in Annual Cost</u>
Police Officer	21	\$1,464,036	Copying, distribution & filing of Police reports	1406 Senior Clerk	\$857,325	\$606,711
Police Officer	10	697,160	Warrant processing	1406 Senior Clerk	408,250	288,910
Police Officer	12	836,592	Tele-Serve (record non-investigative Police reports)	8238 Police Dispatcher	645,540	191,052
Sergeant	2	160,306	Supervise Tele-Serve operators	8239 Senior Dispatcher	120,962	39,344
Police Officer	2	139,432	Staff ID window; pull mugshots	1406 Senior Clerk	81,650	57,782
Police Officer	3	209,148	Data entry supervisors	1727 Supervising Data Entry Operator	138,927	70,221
Police Officer	1	69,716	Captain's secretary	1446 Secretary II	48,188	21,528
Police Officers	<u>40</u>	<u>2,788,640</u>	Station duty; counter service; vehicle releases; prepare reports	8213 Police Service Aide	<u>2,096,320</u>	<u>692,320</u>
Total	104*	\$7,292,212			\$5,135,265	\$2,156,947
Average Cost Per Position	(Uniform)	\$70,117			(Civilian) \$49,378	\$20,739

As illustrated above, the cost of civilian positions is almost always less than the cost of uniform positions. However, the civilianization of the 104 above positions would result in an overall cost to the City because of Proposition D. Thus, if all of the uniform positions shown above were civilianized, 104 additional uniform positions would also have to be added, at an additional annual cost of approximately \$5.1 million, in order to maintain the mandated staffing level at 1,971 sworn personnel.

* It should be noted that up to 100 uniform positions may have to be reserved for light-duty officers who are assigned to administrative or clerical functions while they are (a) on permanent or temporary disability, or (2) awaiting disciplinary action. Thus, the number of positions that could potentially be civilianized may be less than the 104 positions shown above.

Program Area Description and Analysis

Still, if these 104 positions were civilianized, the Department could provide more units of service at a lower cost per unit. For example, as noted above, the Department currently pays on average \$70,117 per position, or a total of \$7,272,212 for the 104 uniform positions listed above. If these sworn personnel were reassigned to law enforcement duties and 104 civilian positions were added to perform administrative and clerical functions, the Department would be paying an average of \$59,747 per position (\$12,427,477 for 208 positions), or \$10,370 less (14.8 percent) per position than the Department currently pays.

If the Board of Supervisors wishes to move forward with the civilianization of administrative functions in the Police Department, the Budget Analyst suggests that, rather than expending a lump sum of over \$5.1 million in FY 1995-96 for civilianization, the Department phase in civilianization over a five-year period, at a cost of approximately \$1 million per year.

Program Area Policy Options

Program Area:

Civilianization of Uniform Positions

Department(s) Involved:

Police Department

Policy Option:

The San Francisco Police Department (SFPD) has a lower ratio of civilian to sworn personnel than three other jurisdictions surveyed. This is primarily because the SFPD has not civilianized many of its administrative functions. As a result, costs are higher than may be necessary for a number of positions in the Department due to higher retirement costs for sworn personnel. By replacing sworn personnel who currently perform certain administrative and support functions with lower-cost miscellaneous positions, sworn personnel could be reassigned to police duties such as District Stations and Investigations. Such a policy would provide more units of service at a lower cost per unit than simply adding more police while continuing to staff administrative and support functions with sworn personnel.

In July of 1994, the San Francisco electorate approved Proposition D, which requires a minimum level of 1,971 full-duty uniform Police Officers by no later than June of 1995. As a result, the civilianization of the 104 uniform positions suggested in this report would produce additional costs of approximately \$5.1 million per year to the City, since for every uniform position that is civilianized, an additional uniform position would have to be added in order to comply with the mandated level of 1,971 sworn personnel.

Still, the City would benefit from civilianization by having more police officers performing law enforcement duties instead of administrative duties. Moreover, the Department could save time and money by hiring civilian personnel who already have experience in and knowledge of specific functions (such as MIS or payroll), rather than providing additional training to existing law enforcement personnel to perform those functions. In addition, if the 104 suggested sworn personnel were reassigned to law enforcement duties and 104 civilian positions were added to perform administrative and clerical functions, the Department would be paying an average of \$59,747 per position (\$12,427,477 for 208 positions), or \$10,370 less (14.8 percent) per position than the \$70,117 per position that the Department currently pays. In addition, increasing the number of civilian personnel in SFPD by 104 positions (from 434 to 538), while maintaining a uniform staff of 1,971 positions, would increase the percentage of civilian personnel from the current 18 percent to 21 percent (for a ratio of civilian to sworn personnel of 1:3.7).

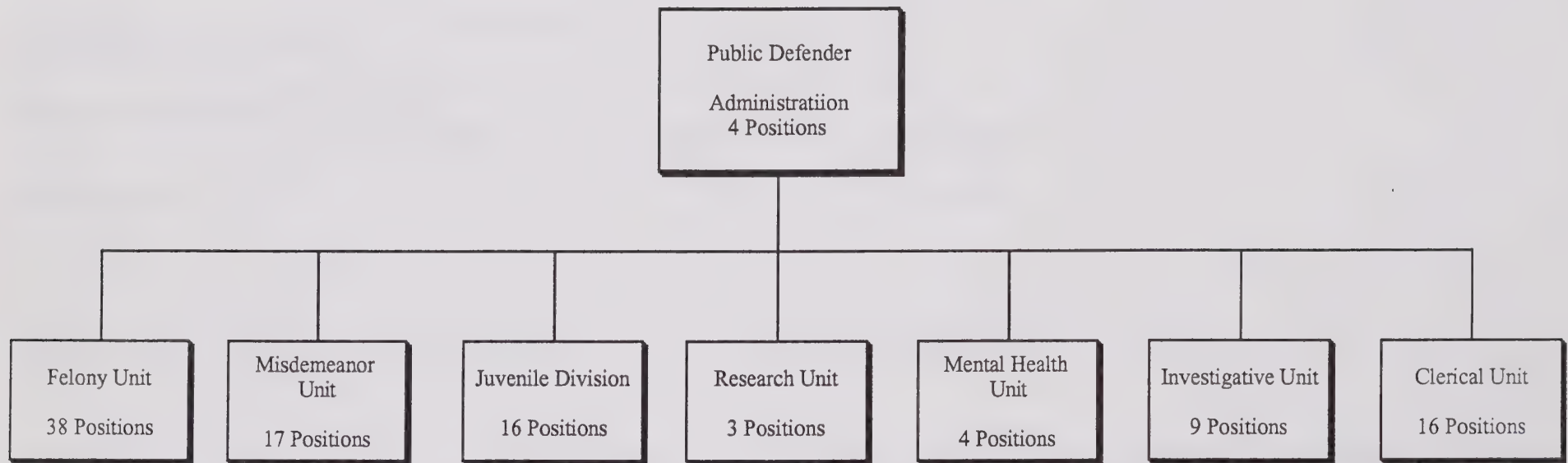
If the Board of Supervisors wishes to move forward with the civilianization of administrative functions in the Police Department, the Budget Analyst suggests that, rather than expending a lump sum of over \$5.1 million in FY 1995-96 to civilianize administrative functions in the Police Department, the Department phase in civilianization over a five-year period, at a cost of approximately \$1 million per year.

Program Area Policy Options

Fiscal Impact:

Because of the mandated staffing level of 1,971 uniform personnel, the civilianization of the 104 suggested administrative functions in the Police Department would result in additional annual costs to the City of approximately \$5.1 million. If it were the policy of the Board of Supervisors to increase police presence on the streets, the Budget Analyst suggests phasing in civilianization over a five year period, at a cost of approximately \$1 million per year.

**Public Defender
FY 1995-96 Budget Request**



107 Positions

Program Summary

Department: Public Defender

Program: Misdemeanor Unit

Mission Statement (Include general statements concerning mandated operations and programs):

To represent all indigent misdemeanor defendants in San Francisco, where no conflict of interest exists; to represent Motions to Revoke Probation in the Superior Court.

1994-95 Budgets by Sub-program

Program: Misdemeanor Unit	1994-95			
	General Fund		Revenues	Net General Fund
	FTE	Costs		
1 Misdemeanor Unit	17	\$1,378,300		\$1,378,300
2				
3				
4				
5				
TOTAL	17	\$1,378,300	\$0	\$1,378,300

Program: Misdemeanor Unit	1995-96 General Fund Expenditures						1995-96 Sub-program Revenues		
	Department		Mayor		Budget Analyst		Department	Mayor	Budget Analyst
	FTE	Costs	FTE	Costs	FTE	Costs			
1 Misdemeanor Unit	17	\$1,378,300			16	\$1,253,542			
2									
3									
4									
5									
TOTAL	17	\$1,378,300		\$0	16	\$1,253,542	\$0	\$0	\$0

Performance Measures and Objectives by Sub-program

Department: Public Defender
Program:

Sub-programs:

Objectives/Performance Measures:

Actual
FY 1993-94

Revised
FY 1994-95

Proposed
FY 1995-96

Misdemeanor Unit

Representation of 8,500 Misdemeanor cases and Motions to Revoke felony probation matters.

7,049

8,612

10,175

**Alternative Methods of Performing the Mission:
Effectiveness and Efficiency Impacts**

Department: Public Defender

Program/Sub-program: Misdemeanor Unit

Current Method

Cost

In-house representation of all indigent misdemeanor defendants, where no conflict-of-interest exists.

\$1,378,300

Alternative Method

Costs

1st Year

Outyears

Contract out system.

Significantly higher. Usually costs are 2.5 to 3 times the costs of a Public Defender system.

Selected Method with Rationale:

Current method.

Impact of Funding Adjustments and Recommendations

Department: Public Defender

Program: Misdemeanor Unit

Impact of Funding Adjustments:

1994-95 Funding Level: \$1,378,300

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
------------------	------------------	---------------

80%	\$1,102,640 (\$275,660)	One Misdemeanor court abandoned. 1900 Misdemeanor cases and 150 Felony Motions to Revoke assigned to private counsel by the courts. Approximate cost to San Francisco's General Fund will be \$1,150,000.
-----	----------------------------	---

95%	\$1,309,385 (\$68,915)	500 Misdemeanor cases will need to be assigned to private counsel at an approximate cost of \$475,000 to San Francisco's General Fund.
-----	---------------------------	--

FY 1995-96 RECOMMENDATIONS

Department: PUBLIC DEFENDER

Program: MISDEMEANOR UNIT

Recommended 1995-96 Funding Levels:

<u>Department</u>	<u>Mayor's Office</u>	<u>Budget Analyst</u>
\$1,378,300		\$1,253,542

Explanation of Differences:

<u>No.</u>	<u>Classification</u>	<u>Title</u>	<u>Salary</u>	<u>MFB</u>	<u>Savings</u> <u>Other</u>	<u>Total</u>
1	8182	Head Attorney	\$105,548	\$19,210	\$0	\$124,758
	Total					
<p>To delete one vacant Head Attorney position in the Misdemeanor Unit excess to the minimum essential to required to accomplish the Misdemeanor Unit's objectives.</p>						

Program Area Policy Options

Department: Conflict Attorneys

Department(s) Involved: Superior Court; Public Defender

Policy Option:

The Public Defender is required to "conflict out" of court cases wherein that Office's representation would involve a "conflict." Examples of such "conflict cases" are cases involving multiple defendants, cases involving witnesses previously represented by the Office, and cases involving defendants who have certain relationships with defendants currently or previously represented by the Public Defender.

When such conflicts arise, as identified by the Public Defender, the Courts appoint legal defense from lists of private attorneys, previously qualified for such court appointments by the San Francisco Bar Association. During fiscal year 1994-95, we estimate that conflict attorney appointments will be made in approximately 9,899 court cases, involving cases in the Superior, Juvenile, and Municipal Courts, at a cost of approximately \$9,680,900. This "conflict caseload" represents approximately 29.2% of all indigent defense representations, yet the costs for these appointed representations account for approximately 51% of all indigent representations. In contrast, annual expenditures incurred by the Public Defender in representing approximately 24,000 indigent defendants are approximately \$9,300,000.

This policy option is to authorize the Superior Court to retain a management specialist in indigent representation to explore means of substantially reducing conflict attorneys costs.

Based on representations by Public Defender and Superior Court staff, we estimate that such management specialist services could be obtained for approximately \$25,000. We have also been advised that funding for such services might be obtained from a foundation grant.

As part of the FY 1993-94 Zero-Base Budget Review of the Public Defender's Office, the Budget Analyst submitted a policy option to pursue an in-depth study and analysis of the advantages and disadvantages, costs and benefits, of establishing within the City an alternative public defender office. However, a recent court opinion concerning an alternative public defender office in Los Angeles raises serious doubt about the viability of such an alternative: the court opinion cited insufficient "separation" between the two public defender offices to overcome the "conflict" obstacle.

Fiscal Impact(s)

Approximately \$25,000 to obtain the services of a management consultant knowledgeable in the area of indigent representation. As we have been advised, such funding may be available through a foundation grant.

Program Area Overview

Program Area: Department of Public Works (DPW) - Overhead Rate Analysis

Department(s) Involved: Department of Public Works (DPW)

Background:

In 1977, both City officials and grantor agencies were concerned about DPW's ability to recover its full costs (including indirect costs). As a result in 1978, the Environmental Protection Agency (EPA), through which DPW receives Clean Water Grants, started requiring DPW to submit an annually-prepared Indirect Cost Plan (ICP) in order to capture all of DPW's costs. The ICP had to satisfy the following conditions:

- It must be consistent in its application across all DPW Bureaus by capturing all department expenditures
- It must be consistent in its application by being allocated equally to all department funding sources, and
- It must not count indirect costs as direct costs.

The ICP is the genesis of DPW's overhead rate. The ICP is used to develop the applicable rate for each of DPW's 11 bureaus. As a result, since 1978, the City has been reimbursed \$16 million in indirect costs as follows: \$9.5 million by the EPA for Clean Water projects, \$4.0 million by HUD for Community Development projects, \$1.5 million by the State of California Office of Emergency Services for earthquake repair work, \$540,000 by the Department of Commerce for Economic Development Act projects and \$400,000 from the State for maintenance work on state highways.

Advantages/ Disadvantages of the Indirect Cost Plan

The major **advantages** of implementation of the Indirect Cost Plan are:

- It has allowed the department to shift costs from the General Fund to other funds by redistributing overhead costs that were previously borne by the General Fund.
- It has distributed indirect costs equitably to all DPW clients.
- It has provided a clear audit trail for outside auditors.
- It has been a practical means of funding and recording costs to as many as 2000 cost objectives (job orders).

The major **disadvantages** of implementation of the Indirect Cost Plan are:

- The City's accounting system, FAMIS, is not capable of clearly displaying overhead .
- The difference in ICP terminology versus the standard budget terminology puts DPW at a disadvantage because it tends to inflate the perception of the overhead rate.

Program Area Overview

Additionally, there is a technical difference in the concept of labor costs that confuses the issue. For ICP purposes, DPW's direct labor does not include mandatory fringe benefits or paid time off. This is consistent with construction industry accounting practices. For City-wide budget purposes, and in common parlance, labor costs include mandatory fringe benefits and paid time off (vacation, holidays, sick days). This semantic difference tends to obfuscate the effective overhead rate. Refer to graphic prepared by DPW on the next page. This graphic uses FY1993-94 numbers to illustrate the concept that 43% of DPW's overhead rate is for costs already included in labor costs. In order to make a valid comparison to other City department costs for the 1993-94 the average DPW overhead rate would have to have been reduced from 93% to 50%.

Overview of DPW's 1994-95 Financial Plan

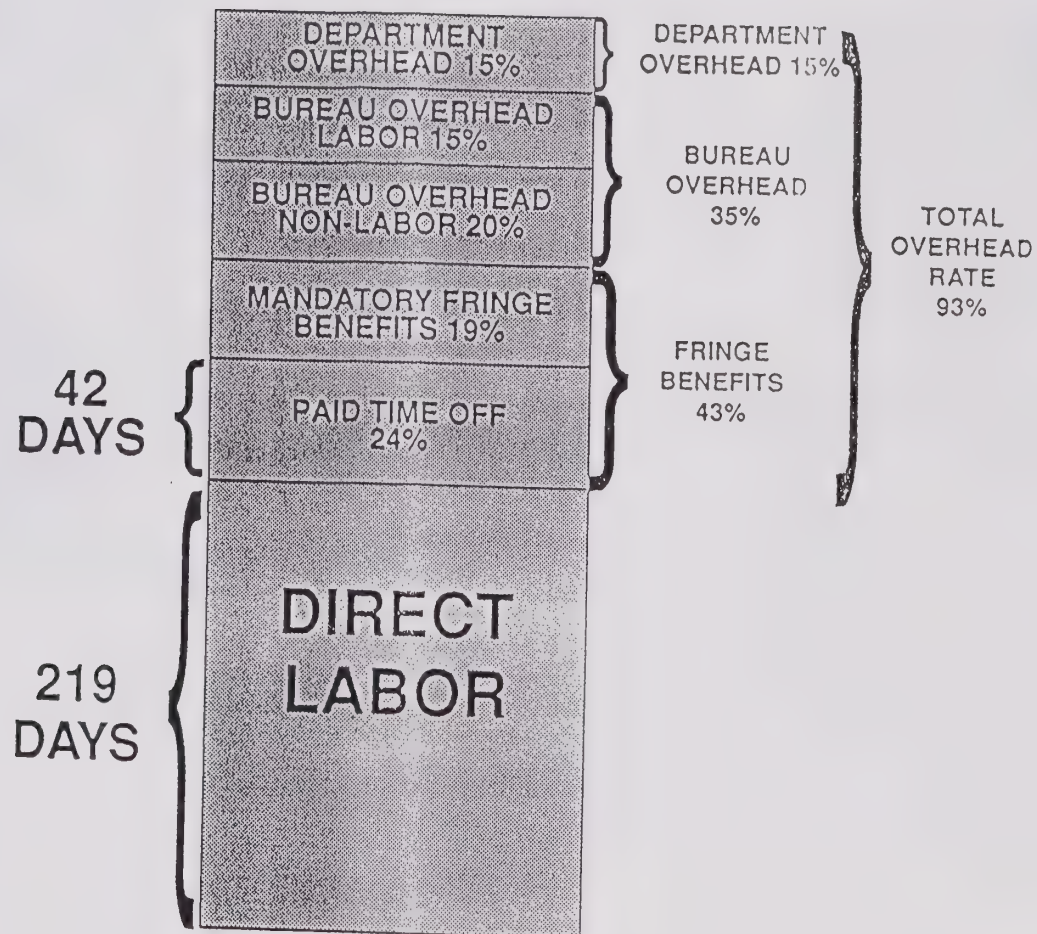
In order to provide a meaningful analysis of DPW's overhead rate, it is useful to place it in the context of DPW's total financial plan. DPW's annual financial plan is the plan which includes all of the funding sources for the year. The budget which is annually appropriated by the Board of Supervisors is only one component of the plan. The graphic on the page 122 illustrates the total funding sources for fiscal year 1994-95.

An overview of DPW's financial plan including all their resources: annually appropriated funds, bond funds, grant funds, transportation funds, illustrates the difficulty in directly achieving General Fund savings. The General Fund is only 5% of their annually appropriated budget. There are, however, additional DPW-related general fund savings opportunities because other City departments work-order funds to DPW to perform services.

DEPARTMENT OF PUBLIC WORKS

OVERHEAD STRUCTURE

AVERAGE RATES 1993-94

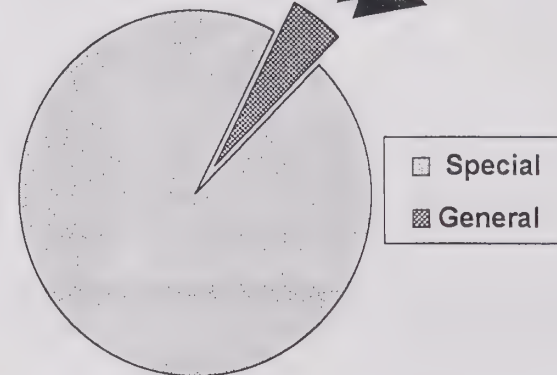
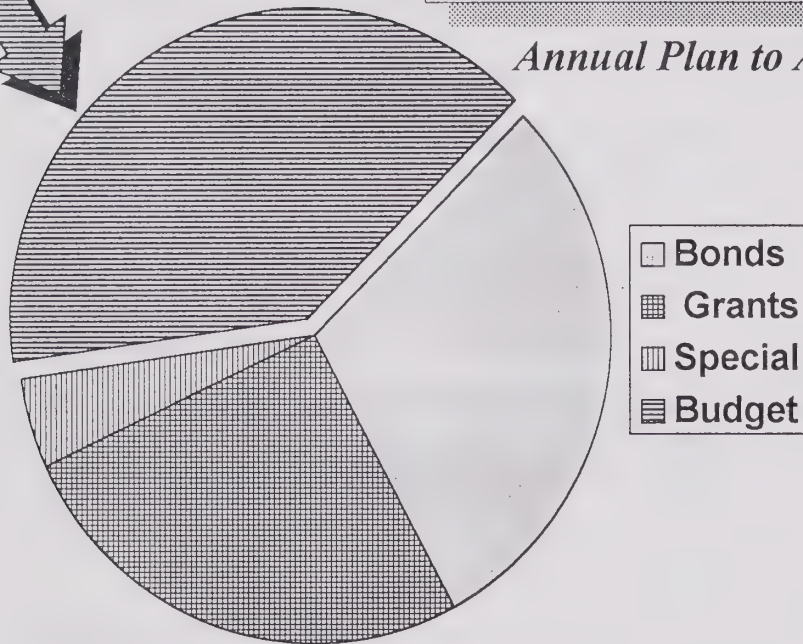


1994-95 DPW FUNDING COMPONENTS (in millions)

Annual Budget = 40 %
of the Annual Financial Plan

General Fund :
= 5% of the Annual Budget,
= 2% of the Annual Financial Plan.

Annual Plan to Annual CCSF Budget



Annual DPW Financial Plan - Funding Sources	\$ (in millions)	% of Budget
Bond Funds	\$130.56	30%
Clean Water Grant	70.10	
Federal & State Grants	44.69	
Total Grant Funding	114.79	25%
Sewer Repair (SSC)	7.01	
Candlestick Park	6.13	
Vrs. Open Space, Hotel Tax	7.01	
Total Special Funds	20.15	5%
Annual 1994-95 DPW Budget	175.10	40%
Total DPW 1994-95 Financial Plan	\$440.60	100%

DPW Annual CCSF Budget - Funding Sources	\$ (in millions)	% of Plan
Clean Water Funds	\$129.79	
Road Fund	5.26	
Gas Tax Fund	14.61	
Building Inspection Fund	16.88	
Special Funds	166.54	95%
General Fund	8.51	5%
Annual 1994-95 DPW Budget	\$175.05	100%

Program Area Description and Analysis

Program Area: Department of Public Works Overhead Analysis

Department(s) Involved: Department of Public Works (DPW)

I. OVERHEAD COMPONENTS

The three components of DPW overhead and their 1994-95 budgeted amounts are as follows:

Department Overhead	\$ 9,888,715
Division Overhead	23,185,774
City-Wide Overhead	<u>3,018,743</u>
 Total DPW Overhead	 <u><u>\$36,093,232</u></u>

Department Overhead

The cost of departmental administration, the Administration Bureau, is allocated to the ten operating bureaus. DPW is composed of ten operating bureaus (see following page) and one administrative bureau. (In 1995-96 the Bureau of Building Inspection will be a separate independent City Department.)

	# of Pos.	Perm Salaries	Other Pay	MFB	Total Indirect Labor	Non-labor	Total
DEPARTMENT OVERHEAD							
General Office	20	1,088,740	17,007	188,972	1,294,719	404,659	1,699,378
Office of Mngmt.&Admin	94	4,424,806	34,339	762,079	5,221,224	1,570,971	6,792,195
Deputy Dir. Engineer	7	455,750	10,850	79,741	546,341	13,290	559,631
Deputy Dir.Public Svcs..	2	152,297	227	26,066	178,590	9,624	188,214
Deputy Dir.Operations	4	271,591	1,022	46,590	319,203	330,094	649,297
	<u>127</u>	<u>6,393,184</u>	<u>63,445</u>	<u>1,103,448</u>	<u>7,560,077</u>	<u>2,328,638</u>	<u>9,888,715</u>

As indicated above, for FY 1994-95, the cost of department administration is \$9,888,715. This represents the costs for 127 positions at \$7,560,077 and \$2,328,638 in non-labor costs. These costs are allocated proportionately to each bureau based on 15% of their labor costs. This allocation basis has been approved by federal and state auditors and appears to be reasonable.

Program Area Description and Analysis

The services provided by Department Administration include the customary administrative tasks such as payroll and personnel, accounting, information services (computer section), training, affirmative action and materials management. In addition, Department Administration includes the three Deputy Directors for Engineering, Public Service and Operations and their staffs. Their costs are spread across all the programs within the applicable bureaus of each Deputy Director.

Division (Bureau) Overhead

Division Overhead is each Bureau's internal overhead and is spread across the programs under the jurisdiction of each Bureau. Costs of each Bureaus' overhead for FY1994-95 is presented in the following table:

	# of Pos.	Perm Salaries	Other Pay	MFB	Indirect Labor	Non-labor	Total
DIVISION OVERHEAD							
Bur of Architecture	15	752,217	174,395	158,358	1,084,970	1,761,465	2,846,435
Bur of Building Inspection	10	476,564	4,271	82,175	563,010	132,430	695,440
Bur Building Repair	30	1,962,633	54,916	344,799	2,362,348	1,120,876	3,483,224
Bur of Engineering	34	1,613,891	239,122	316,680	2,169,693	2,490,896	4,660,589
Bur of Water Pollution Control	18	785,956	27,489	139,018	952,463	868,418	1,820,881
Bur St Environment	4	199,560	54,587	43,434	297,581	2,560,437	2,858,018
Bur St & Sewer Repair	13	682,204	19,856	119,982	822,042	2,201,012	3,023,054
Bur of Environ Mgmt.	2	141,933	4,623	25,046	171,602	346,728	518,330
Bur Construct. Mgmt.	20	757,248	141,152	153,537	1,051,937	1,810,913	2,862,850
Bur Street Use Mgmt.	3	160,124	4,375	28,113	192,612	224,341	416,953
	149	7,532,330	724,786	1,411,142	9,668,258	13,517,516	23,185,774

The services provided by Bureau Overhead include management information systems staff, management and supervisory staff, and analysts.

Program Area Description and Analysis

City-Wide Overhead

The third component of DPW is City-wide Overhead and is budgeted at \$3,018,743 for FY 1994-95. This charge is developed annually by the Controller's Office based on the County-wide Cost Allocation Plan (COWCAP). This plan is prepared each year by the City's Office of the Controller and submitted to the State Controller's Office for approval. The purpose of the COWCAP is to develop a Cost Allocation Plan that can be used to support indirect cost rates for City departments enabling them to recover their indirect costs for federal and state grants.

City-wide Overhead is treated two separate ways by DPW. For rate-setting purposes it is included in the overhead rate charged for grant-funded projects. It is not used in the rate established for other DPW service-users.

The \$3,018,743 is a direct charge to two funds in the 1994-95 budget. These two funds recover their COWCAP by charging their consumers.

Building Inspection Fund	\$ 940,482
Clean Water Fund	<u>2,078,261</u>
Total COWCAP	<u>\$3,018,743</u>

Program Area Description and Analysis

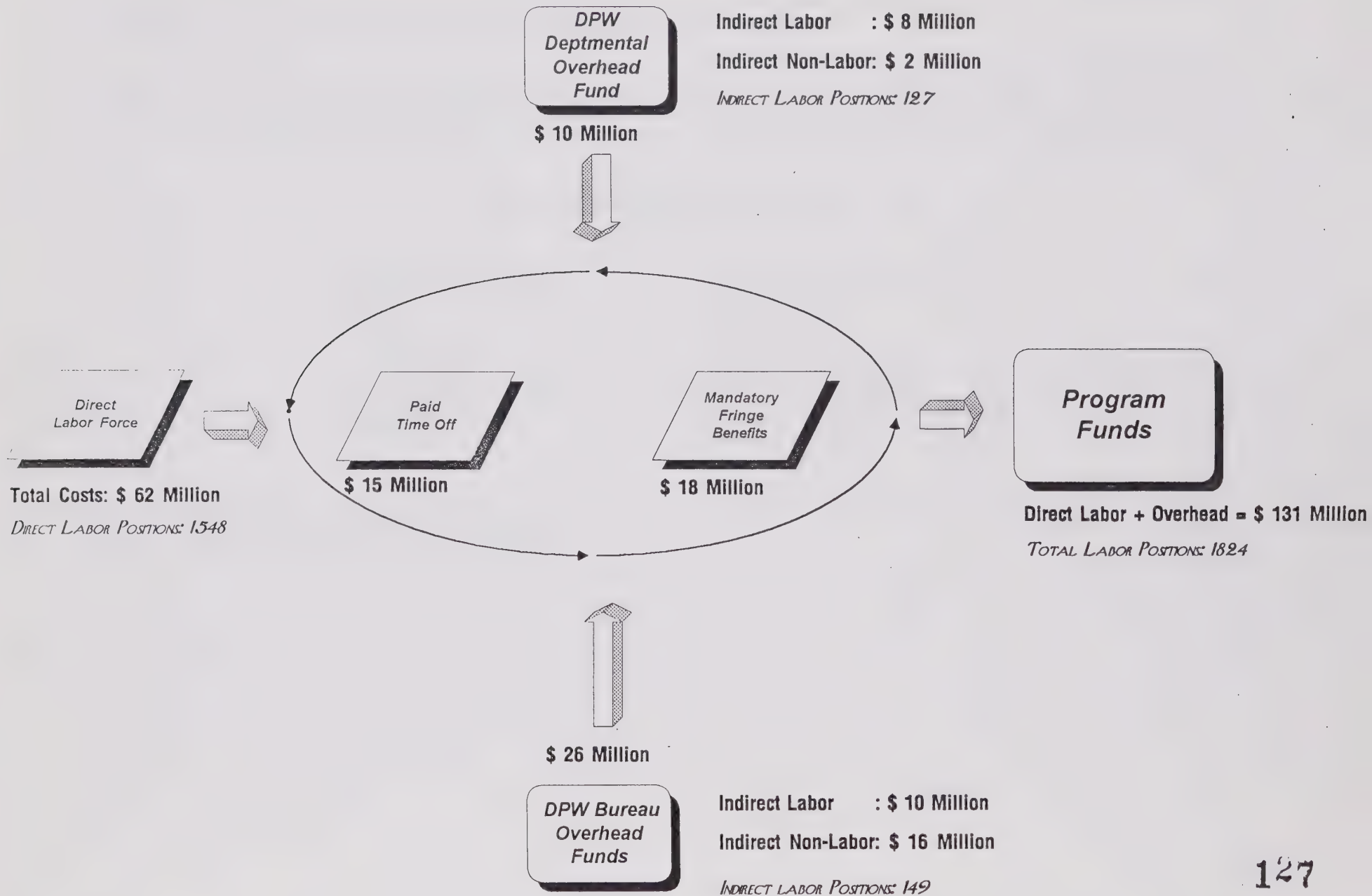
II. THE RATE-SETTING PROCESS

DPW's overhead rate is developed by DPW in-house software. It is a complex series of calculations which uses the components described in the prior section, arrays the data on tables, integrates carry-forward adjustments which are carried from 1992-93 actual expenditure amounts and then calculates a set of overhead rates for each bureau. One rate is used only for grants and contains COWCAP costs. The other rate is the rate used as the basis for all other funding sources. See the chart on the next page for a flowchart of the the 1994-95 Direct Labor + Overhead burden which illustrates that for the sample year \$62 million dollars of Direct Labor is transformed into \$131 million dollars of charges after cycling through the 1994-95 overhead process and picking up its overhead burden.

The flowchart demonstrates that DPW uses concepts and terms that are unique to construction accounting:

PAID TIME OFF	Dollars for paid time off (42 days) which are not chargeable to a project.
MANDATORY FRINGE BENEFITS	Dollars for mandatory fringe benefits which are retirement, health, dental, Social Security and unemployment insurance.
DIRECT LABOR	Dollars for time worked on a direct project.
INDIRECT LABOR	Dollars for time worked for support or administration which <u>cannot</u> be readily attributable to a specific direct project.
INDIRECT NON-LABOR	Costs incurred for materials, supplies, equipment and services that <u>cannot</u> be identified with a specific direct project.
DIRECT NON-LABOR	Costs incurred for materials, supplies , equipment and services that <u>can</u> be identified with a specific direct project.

DIRECT LABOR + OVERHEAD BURDEN FOR 1994-95



Program Area Description and Analysis

To walk through the 1994-95 flow, we start with \$62 million dollars for time worked on specific projects, then we add \$15 million for Paid Time Off based on 42 days per year at \$231 dollars per day per direct laborer.

We then add an additional \$18 million for Mandatory Fringe Benefits. From the DPW department overhead fund we pick up another \$10 million; from the ten DPW operating bureaus, another \$26 million. At the end of the process, we end up with \$131 million dollars in labor costs which, along with \$47 million in direct non-labor charges is charged to Program Funds. A Source and Use Table of DPW's operating budget (excluding \$55 million in debt service which is not part their operations) is presented below:

1994-95 DPW OPERATING BUDGET (in Millions)

SOURCES OF FUNDS		USES OF FUNDS	
Road Fund	5	Direct Labor	62
General Fund	9	Paid Time Off	15
Gas Fund	15	Mandatory Fringes	18
Bldg. Inspection Fund	17	Department Overhead	10
Clean Water Fund	75	Bureau Overhead	26
ID Recovery Fund	57	Direct Non-Labor	47
Total Sources	\$178	Total Uses	\$178

The table on the previous page presents a macro view of the DPW overhead process. To gain a micro perspective the following illustration shows a typical craft worker moving through the system.

Program Area Description and Analysis

Class 7428 - Hod Carrier in Bureau of Street and Sewer Repair

Annual Salary per 1994-95 Budget - \$49,140 Comments

Direct Labor base	\$41,232	(219/261 days or 83.9% of salary)
Mandatory Fringes	7,047	
Paid Time Off	9,949	PTO includes Fringe Benefits for PTO and Carry-forward adjustments based on 1992-93 actual exp.
Bureau Overhead	24,694	Bureau of Street and Sewer Repair's rate - 59.89%
Department Overhead	<u>5,199</u>	
Total DL + OH	\$88,121	rate for non- grant-funded projects
City Overhead	<u>5,261</u>	
Total DL + all OH	<u>\$93,382</u>	rate for grant-funded projects

The above example illustrates a craft employee in the Bureau of Street and Sewer Repair. The Bureau of Street and Sewer Repair generates a Bureau overhead rate of 59.89% per the ICP. The overhead rate developed by the ICP is different for each Bureau. Depending upon the resident Bureau, the direct laboror's bureau overhead rate would vary from a low of 2.01% to a high of 78.7%. The Bureau overhead rates for 1994-95 are as follows:

<u>1994-95 OH Rates</u>	
Bureau of Architecture	78.70%
Bureau of Bldg. Inspection	2.01%
Bureau of Bldg. Repair	34.19%
Bureau of Engineering	56.43%
Bureau of Water Pollut. Control	10.01%
Bureau of Street & Environ Svcs	37.65%
Bureau of St & Sewer Repair	59.89%
Bureau of Environ Regulation	23.45%
Bureau of Construction Mngmt	61.68%
Bureau of Streets & Mapping	18.72%

Program Area Description and Analysis

Comparison of DPW's Overhead Rate with other Public/Private Sector Rates

DPW has 10 different overhead rates - one for each operating bureau. A comparison of their average overhead rate of 38.3% is not meaningful because the variance between the highest rate - 78.7% for the Bureau of Architecture and the lowest rate - 2.01% for the Bureau of Building Inspection. The average rate for the Tri-Bureaus (Engineering, Architecture and Construction Management) is 65.6% and is a better basis from which to evaluate DPW's rate in comparison to private sector and other public sector construction organizations. The Budget Analyst has compared this rate with other public jurisdictions and with private sector firms and has determined that DPW's overhead rate is within the range of standard construction industry overhead rates.

Program Area Description and Analysis

III. WHO PAYS THE RATE?

As indicated on the **1994-95 DPW OPERATING BUDGET** Table on page 128, most of DPW's operations, 70% of the total or \$121 million, are financed by various Special Funds (Road Fund, Gas Fund, Building Inspection Fee Fund and the Clean Water Fund) and by the General Fund. In addition, 30% of the total or \$57 million, is financed by the ID Recovery Fund.

The "ID Recovery Fund" refers to Inter-Department Funds. This fund is the financing mechanism for City departments and other agencies for whom DPW provides services and from whom DPW recovers revenue sufficient to cover the costs of those services. These are "in-house" clients or customers and for 1994-95 the sources from which DPW recovers its \$57 million dollar ID budget are as follows:

Tri-Bureau Clients: (Engineering, Architecture, Construction Management)	\$ 35.2 million
Intra-City DPW Work Orders:	11.6 million
Other Non-Annually Budgeted Funds: (\$2.7 million in half-cents sales tax, \$1.5 million in Special Funds; Code Enforcement Rehabilitation Fund, Strong Motion Fund, etc. \$6.0 million in CIP/FM projects performed by Bureau of Building Repair)	10.2 million
Total 1994-95 "ID" Budget	\$ 57.0 million

Tri-Bureau Clients

The combined forces of the Bureaus of Architecture, Engineering and Construction Management provide design, engineering and construction management for major infra-structure and building projects financed by voter-approved bonds, Federal Emergency Management (FEMA) grants and other federal and state grants. They jointly manage \$268 million dollars in projects in 1994-95. Their cost for providing these services is \$35.2 million.

Intra-City DPW Work Orders

DPW provides services to other City Departments through the "work order" process. Through this process one City Department purchases the services of another City Department. As an example the Controller's Office, requires building modifications such

Program Area Description and Analysis

as relocation of existing office cubicles. The Controllers Office hires DPW to do the work. The Controller's Office is the "requesting department" and DPW is the "performing department". DPW charges its labor plus the corresponding overhead rate for the bureau performing the services, and any materials necessary to complete the job. The services of DPW purchased by City departments in the 1994-95 budget consists of:

<u>DPW Service Purchased</u>	<u>Amount Purchased</u>	<u>DPW Purchaser/Consumer</u>
Street Repair	\$ 883,466	\$725,642
Building Repair	8,514,598	5,775,601
Street Cleaning	809,436	701,059
Water Pollution Lab	1,070,142	1,030,142
Bldg. Inspection	160,700	160,700
Street Cleaning	140,000	140,000
Street Survey	<u>49,629</u>	<u>49,629</u>
<i>Sub-Total</i>	\$11,627,971	\$8,563,773
DPW Engineering	<u>3,972,754</u>	<u>3,881,725</u> ¹
Total	\$15,600,971	\$12,445,498

On the Table on the prior page, the column on the right **DPW Purchaser/Consumer** indicates transactions in which one DPW bureau budgeted funds ("requesting department") and requested services to be performed by another DPW bureau ("performing department").

¹ This is an INTRA-TRIBUREAU work order and is already included in the \$35.2 million Tri-Bureau budget. The largest component is the \$3.2 million dollar Work Order from the Bureau of Water Pollution Control.

Program Area Description and Analysis

IV. WHY IT IS DIFFICULT TO 'SEE' THE OVERHEAD RATE IN THE BUDGET?

Relationship of the \$57 million dollar "ID" budget to the City's annual budget process.

The 1994-95 \$57 million ID budget is fully recovered in the annual City budgeting process and therefore is transparent. By definition, revenues equal expenditures in a recovery budget and because they offset each other they "zero out". The total ID expenditures are funded by "revenues" which are either off-budget (\$41.4 million in grants, bonds, transportation funds that are not annually budgeted) or are budgeted as "Services of Other Departments" (\$15.6 million in DPW work orders). The Recovery Budget is a useful device for budgeting but not for analysis because it buries the detail of the \$57 million dollar outlay.

As a budgeting technique, using the generic line item "Services of Other Departments" does comply with the disclosure requirements of the purchase of \$15.6 million in DPW services by other City departments. It does, however, obscure the fact that DPW is its own best customer. In 1994-95, of the total \$15.6 million in DPW services purchased, DPW was both the purchaser of and provider of 80%, or \$12.5 million, of the total budgeted.

Benefits of focussing on the "ID" Budget

The "transparency" of the ID budget in the budgeting process hinders the analysis of DPW true costs and therefore opportunities for savings may be missed. The conventional wisdom is that if the budget is fully recovered why bother with it - a reduction of costs will not produce any savings because it's not "real money". This is a misconception and will be discussed further in the Policy Options section of this analysis in the context of:

1. Potential Overhead Reduction

Would centralizing the work order process within DPW achieve savings through economies of scale? Each separate work order contract carries an administrative cost. If these are purely internal DPW transactions there may be potential savings and/or efficiencies gained by centralization of the \$12.5 million in intra-DPW contracts.

2. General Fund Savings

Another approach to achieving General Fund savings is to reduce the cost to General Fund departments who are consumers of DPW services through the work order process. Of the total \$15.6 million of DPW services purchased in 1994-95, \$2.6 million was purchased by General Fund or General Fund-supported departments. A reduction in the ID budget would "trickle down" to the General Fund.

This concludes the Program Area Description and Analysis section of this report. After analyzing the components of the rate, the rate-setting mechanism and who pays the rate and why the application of the rate is difficult to see during the City's annual budget process, certain policy options suggest themselves and are discussed in the Policy Option and Conclusion & Recommendation sections following.

Program Area Policy Options

Program Area: Department of Public Works- Overhead Rate Analysis

Department(s) Involved: Department of Public Works

Policy Options

There are two approaches to reducing the DPW annually appropriated budget:

1. Strategies which maintain the existing framework, or
2. Strategies which change the framework.

Strategies to Produce General Fund Savings

In order to downsize DPW's budget from the expenditure side several variables need to be considered. Due to the complexity of DPW's budget structure each variable has a separately-calculated impact on the bottom line.

The following strategies will develop General Fund Savings:

Strategies which maintain the existing framework:

1. Reduce total DPW Overhead by Budget Cuts to Overhead Funds.

This may have a "trickle down" effect on the General Fund. For example, while an across -the- board cut of ten percent to the 1994-95 DPW Overhead Budgets would reduce DPW's budget by \$3.6 million (10% x \$36,093,232 Total Overhead), the direct reduction to the General Fund would be only \$180,000 (5% x \$3.6 million).

2. Shift overhead burden from General Fund to other funds.

DPW has been aggressively pursuing this strategy and the department believes that they have shifted all possible costs. Given the limited scope of this analysis and its focus on the process of the development of the overhead rate, the Budget Analyst has not been able to identify any additional positions or costs which could be shifted from the General Fund to other funds.

Program Area Policy Options

3. Increase Productivity and Reduce the Quantity of DPW Services necessary to accomplish a project.

The two components of a given project are the cost per hour (direct labor + overhead burden) and number of hours necessary to complete the project. (Materials are also a factor but for purposes of this analysis, assume that materials are a fixed cost.). The average overhead rate for DPW appears to be within construction industry norms. It is close to the high side of the range but the average DPW rate does not appear to be excessive. If consumers perceive that DPW is expensive it may be that the number of hours necessary to complete a project is too high since the average overhead rate does not appear to deviate significantly from the norm. The scope of this analysis and its time budget, preclude the Budget Analyst from performing testwork on the performance standards of DPW.

However, to illustrate the effect of an increase in productivity and the concurrent decrease in price of DPW's services, the following projections are hypothesized:

If the Bureau of Building Repair were to experience a 10% increase in productivity in 1994-95, the total savings would be \$851,460 (10% of \$8,514,598). The savings would accrue to the following funds:

Clean Water	\$403,560
Road Fund	97,500
Gas Tax	20,469
Laguna Honda	88,274
General Fund	179,512
Other funds	<u>62,145</u>
Total Budget Savings	\$851,460

The General Fund would realize \$179,512 in savings because General Fund and General-Fund supported departments budgeted \$1,795,120 for services of the Bureau of Building Repair in their 1994-95 budget. An increase in productivity in any given bureau will have a different percentage fiscal impact on the General Fund depending upon how General Fund departments budgeted for that particular Bureau. For example, a 10% increase in productivity in the Bureau of Street and Sewer Repair would generate a savings of \$88,346 but none would accrue to the General Fund because the General Fund departments do not purchase the services of the Bureau of Street and Sewer Repair. The beneficiary of the savings would be the Clean Water Fund and the Gas Tax Fund.

Strategies which change the framework:

I. Change the DPW structure by collapsing some of the Bureaus.

In 1994-95 and prior years in the introductory section of their budget submission, DPW has presented the department as being functionally divided into three divisions under the jurisdiction of the three deputy directors. The Budget Analyst

Program Area Policy Options

believes this arrangement has merit. It assigns to the Deputy Director of Engineering the bureaus of Engineering, Architecture and Construction Management. It assigns to the Deputy Director of Public Service the bureau of Building Inspection, the Bureau of Environmental Regulation and Management and the Bureau of Street Use and Mapping. It assigns to the Deputy Director of Operations the bureau of Building Repair, the Bureau of Water Pollution Control, the Bureau of Street Environmental Services and the Bureau of Street and Sewer Repair.

It is beyond the scope of this analysis to fully investigate these areas of potential savings. However, the Budget Analyst believes that an exploration of the contraction of bureaus to take advantage of the resources of the Deputy Directors staff should be considered so that any existing duplication of services could be eliminated.

• Potential Functional Area to be Centralized - The Tri-Bureau

In particular, an analysis of the overhead rate structure for the Tri-bureau suggests itself as fertile ground for potential savings.

DPW refers to the Bureaus of Engineering, Architecture and Construction Management as the Tri-Bureau. These bureaus collaborate on the major construction projects underway for the City. Engineering works on infrastructure (pipes, sewers, etc.); Architecture works on building construction; Construction Management supports both bureaus.

They also have higher than average overhead rates. While the average overhead rate for the ten operating bureaus is 35.5%, the average rate for the Tri-Bureau bureaus is 65%. Most of the Tri-bureau projects are financed off-budget by bond funds and federal and state grants and, therefore, do not receive the intense scrutiny that the bureaus that have General Fund dollars receive.

• Potential Functional Area to be Centralized - Street Bureaus

Again, consistent with DPW's narrative in their budget submission, it appears to be a natural grouping of like functions to place the bureaus of Street Environmental Services and the Bureau of Street and Sewer Repair together, and the Bureau of Street Use and Mapping.

There may be some economies of scale achieved if the three "Street" bureaus were centralized under the Deputy Director of Operations.

In both of the above examples of the policy option of collapsing some bureaus, there may be savings in the areas of accounting, budgeting, contract compliance and oversight, training and personnel staff.

Program Area Policy Options

II. Change the application of the DPW ICP by changing allocation bases.

This is a technique that would change the allocation base for certain components of the indirect cost plan. For example if the Department's central MIS (Management Information Systems) costs were to be allocated on the basis of each bureau's number of personal computers instead of the current allocation basis of personnel costs, each Bureau would bear a different amount of the total MIS costs than they currently bear.

This might, or might not, have the result of lowering General Fund costs. This has been suggested by outside consultants engaged by DPW to review their indirect cost plan. The Budget Analyst views this as tinkering with the indirect cost plan and does not recommend this approach. Instead a more systemic solution is required and is suggested in the *Conclusion and Recommendation* section which follows.

Program Area Conclusions and Recommendations

Program Area: Department of Public Works - Overhead Rate Analysis

Department(s) Involved: Department of Public Works

Conclusion(s):

The Budget Analyst concludes:

1. The overhead budget of \$36 million is not a good source of General Fund Savings.
2. The annual CCSF budget deliberation is not the best process for scrutinizing the overhead budget. Due to the complexity of the DPW budget structure, the impact of the overhead rate is not fully evaluated in the annual City budget process.
3. The two areas in which the overhead rate has a major impact - the Sewer Service Charge and the Bond Fund capital projects receive inadequate attention because one is non general fund and the other is "off-budget".
4. Once overhead is incorporated in an annual budget it becomes "institutionalized". Overhead structures are difficult to dismantle once established.

The bureaus which have the highest overhead rates are funded primarily off-Budget. DPW has had a different mix of funding sources over the years - EPA grants, FEMA earthquake grants and projects a stream of revenue based on the continuation of voter-passed capital projects. The projections of the Tri-Bureau should be closely reviewed to confirm that the projected revenue stream will materialize.

Program Area Overview

Program Area: Consolidation of three Chief Administrative Officer departments .

Department(s) Involved: Real Estate Department , Purchasing Department and the Department of Electricity and Telecommunications

A Charter revision to repeal the 1932 Charter and to enact a new Charter is pending before the Select Committee on Charter Reform. One of the provisions of the proposed Charter revision would consolidate the Real Estate Department, the Purchasing Department and the Department of Electricity and Telecommunications (DET) into the Department of Administrative Services.

The purpose of this review was to (1) assess whether the consolidation of these three departments could potentially result in operational efficiencies and costs savings to the City, (2) identify other options, in addition to the DET, the Real Estate Department and the Purchasing Department for the consolidation of the City's internal services functions, and (3) examine the organizational make-up of consolidated internal services departments in other local jurisdictions.

The Budget Analyst found that (1) the consolidation of the Real Estate Department, the Purchasing Department and the DET could at least result in operational efficiencies, as well as a potential cost savings to the City of approximately \$259,128, (2) the Department of Public Works, the Chief Administrative Officer (CAO) and the Controller's Office each have internal services functions which could be considered for inclusion in the proposed centralized Department of Administrative Services, and (3) Marin County, Alameda County, Contra Costa County and Santa Clara County each have centralized internal services departments, which are more comprehensive than the proposed Department of Administrative Services.

Program Area Description and Analysis

Program Area: Consolidation of three Chief Administrative Officer departments into a Department of Administrative Services.

Department(s) Involved: The Real Estate Department , the Purchasing Department and the Department of Electricity and Telecommunications (DET)

The Real Estate Department, the Purchasing Department and the DET are currently under the jurisdiction of the Chief Administrative Officer. One of the provisions of the proposed Charter revision pending before the Select Committee on Charter Reform, would consolidate these three departments into the Department of Administrative Services. Each of the three departments provides support services to other City departments.

The Real Estate Department is responsible for the appraisal, acquisition, sale, leasing and transfer of real property interests required by the City, and the maintenance of records and maps of all City-owned property.

The Purchasing Department is responsible for the procurement of the City's materials, supplies, equipment, and services; the storage, sale, and disposition of surplus City property; the maintenance and repair of City vehicles; and the reproduction and mailing of City documents.

The DET is responsible for (1) providing communications services to all City departments and agencies, which includes voice and data telecommunications, radio communications, fire alarm service and other essential public safety communications services, (2) defining the strategic telecommunications direction for the City, and (3) selecting and evaluating communications equipment and services necessary to support such telecommunications.

Following are the 1994-95 budgeted amounts and authorized positions for each of these three departments:

	<u>FY 1994-95 Original Budget</u>	<u>Authorized Positions</u>
DET	\$12,549,414	86
Purchasing	19,741,608	191
Real Estate	<u>5,391,738</u>	<u>21</u>
Total	\$37,682,760	298

Program Area Description and Analysis

The DET, Real Estate Department and Purchasing Department currently have the following management and administrative support positions:

	<u>DET</u>	<u>Real Estate Department</u>	<u>Purchasing Department</u>
<u>Management</u>			
1162 Director of Purchasing and Services			1
A782 Director of Finance			1
7150 Central Shops Superintendent			1
A959 Reproduction/Mail Room Manager			1
4150 Director of Property		1	
4144 Assistant Director of Property		1	
1150 General Manager	1		
AA52 Deputy General Manager	1		
1373 Special Assistant XIV	<u>2</u>		
Total	4	<u>2</u>	<u>4</u>
<u>Administrative Support</u>			
1824 Principal Analyst			1
1866 Systems Manager			1
1842 Management Assistant			1
1823 Senior Administrative Analyst	<u>1</u>		
Total	1		<u>3</u>

The Budget Analyst believes that the consolidation of the DET, Real Estate Department and the Purchasing Department into the Department of Administrative Services could result in a reduction of staff. As noted above, the DET, Real Estate Department and the Purchasing Department each currently have a director position. In addition to the director positions, each of the three departments has a position that serves in the capacity of a deputy director. Once consolidated, the Department of Administrative Services could be headed by a single director. In the opinion of the Budget Analyst, this director position could assume some of the management duties and responsibilities currently performed by the three existing director positions and/or the three existing deputy director positions in the DET, Real Estate Department and the Purchasing Department, which could result in a reduction of three or 50 percent of these six staff positions. The total annual cost of these six positions, including 17 percent in fringe benefits, is approximately \$643,172. A reduction of three of these six positions could result in a savings to the City of approximately \$321,586. The Budget Analyst notes, however, that some of this savings would be off-set by the creation of a new director position for the Department of Administrative Services. Based on the new director position costing approximately \$133,992 annually (10 percent more than the highest paid existing director position), the total savings to the City could be approximately \$187,594 (\$321,586 less \$133,992).

Program Area Description and Analysis

In addition to the reduction in management positions noted above, the Budget Analyst believes that the consolidation of these three departments into a Department of Administrative Services could also result in (1) a reduction of one staff position or 25 percent of the administrative support staff, for savings of approximately \$71,534 (including 17 percent fringe benefits) and (2) some undetermined reduction in accounting and billing staff, based on efficiencies realized by the consolidation. The \$71,534 savings for administrative support staff plus the \$187,594 savings for management staff noted above, brings the total identified potential savings to the City to approximately \$259,128.

The Real Estate Department, Purchasing Department and the DET represent three of the six City departments which provide internal services, which could be considered for inclusion in the proposed centralized Department of Administrative Services. Other City departments that provide such internal services functions are the Department of Public Works (e. g., Architecture, Building Repair, Facilities Maintenance/Capital Projects), the Chief Administrative Officer (e. g., Electronic Information Processing Steering Committee (EIPSC), Risk Management), and the Controller's Office (e. g. the Information Services Division). As such, the consolidation of the Real Estate Department, Purchasing Department and the DET represents only one option for centralizing internal support services in the City.

Marin County, Alameda County, Contra Costa County and Santa Clara County each have departments which centrally provide certain internal support services, as follows:

	<u>Marin County</u>	<u>Alameda County</u>	<u>Contra Costa County</u>	<u>Santa Clara County</u>
<u>Internal Service Functions</u>				
Telecommunications	X	X	X	X
Fleet Management	X	X	X	X
Property Management	X	X	X	X
Facilities Maintenance	X	X	X	X
Printing	X	X	X	X
Purchasing	X	X	X	
Engineering	X		X	
Capital Improvements	X			X
Architectural Services		X	X	
Ground Services			X	X
Data Processing				X
Emergency Services				X
Mail/Messenger Services			X	

Program Area Description and Analysis

As noted above, of the four departments which provide centralized internal services in the above-noted jurisdictions, four include property management, telecommunications, facilities maintenance, fleet management, and printing functions, three include purchasing functions, two include engineering, capital improvements, architectural services and ground services functions, and one includes data processing, emergency services, and mail/messenger services functions.

The four jurisdictions surveyed reported that the benefits derived from the consolidation of internal services functions include (1) increased operational efficiencies based on the consolidation of accounting and billing systems (can bill charges to other departments more efficiently) and policies and procedures, (2) greater budgetary control, and (3) reduction in staffing, particularly at the administrative/management level.

Program Area Policy Options

Program Area: Consolidations of three Chief Administrative Officer Departments into the Department of Administrative Services

Department(s) Involved: The Real Estate Department, the Purchasing Department and the Department of Electricity and Telecommunications (DET)

Policy Option:

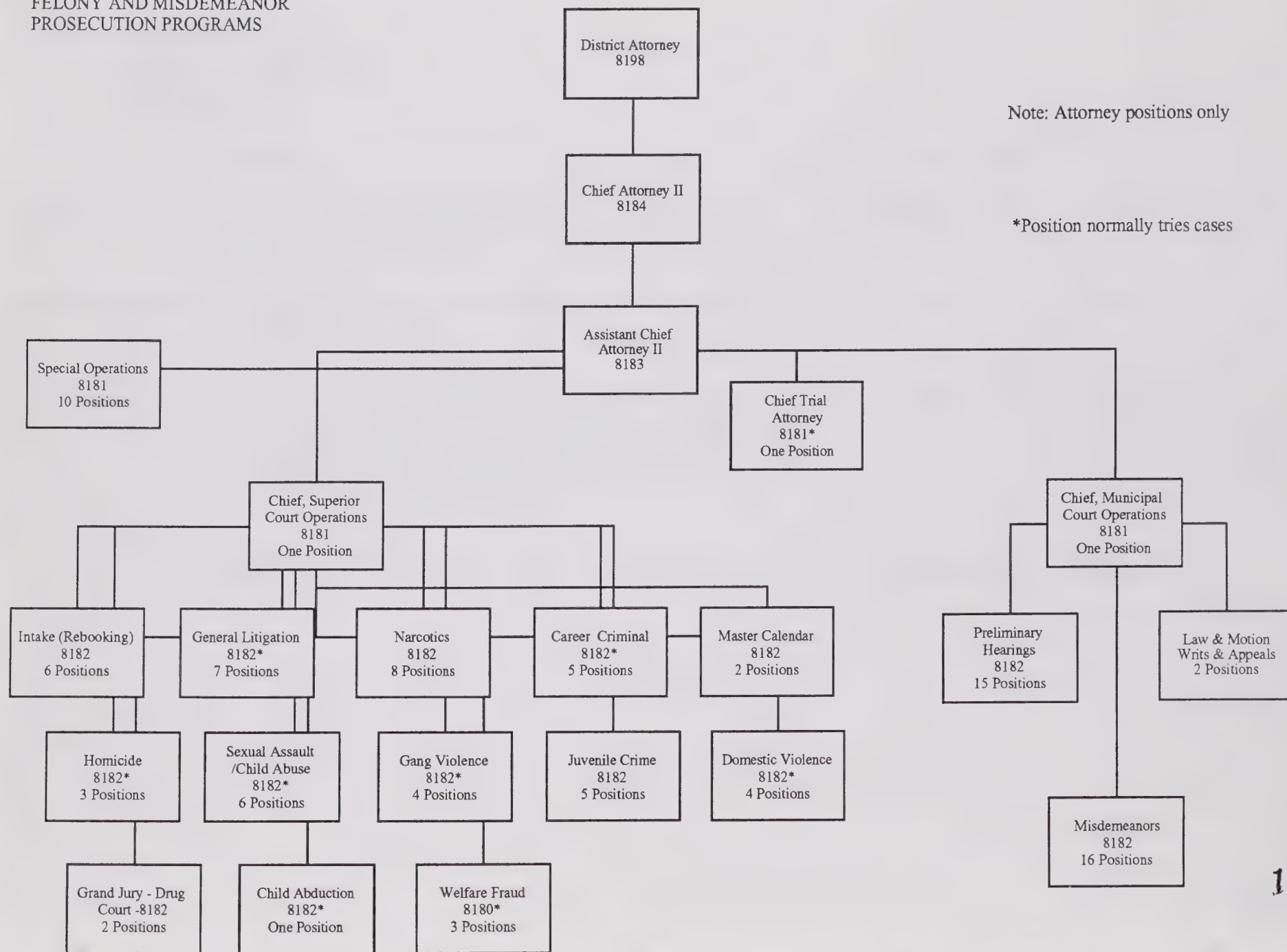
The proposal to include the consolidation of the Real Estate Department, the Purchasing Department and the DET into the Department of Administrative Services as a provision of the proposed Charter revision is a policy matter for the Board of Supervisors.

The consolidation of these three departments represents one option for the consolidation of the City's internal services departments. As such, the Board of Supervisors may wish to consider the further consolidation of internal services functions, which may include the three proposed departments and which may result in operational efficiencies and cost reductions in addition to the \$259,128 identified in this report.

Additionally, the Budget Analyst recommends that the Board of Supervisors give consideration to a revision of the proposed Charter revision to allow the consolidation of additional internal service functions of the City into the proposed Department of Administrative Services by ordinance approved by the Board of Supervisors. .

District Attorney

FELONY AND MISDEMEANOR PROSECUTION PROGRAMS



Program Description and Costs

Department: District Attorney
 Programs: Preliminary Hearing Unit
 Misdemeanor Division
 Rebooking Unit

<u>Description</u>		FY 1994-95		FY 1995-96	
		<u>FTE</u>	<u>Cost</u>	<u>FTE</u>	<u>Cost</u>
Preliminary Hearing Unit	Reviews all felony cases filed by the District Attorney's Office except for those cases handled by special units (i.e. homicide, gangs, welfare fraud, domestic violence, etc.)	16	\$1,504,741	16	\$1,504,741
Misdemeanor Division	Reviews all misdemeanor arrests and files and prosecutes cases when appropriate under the law.	18	\$1,477,766	18	\$1,477,766
Rebooking Unit	Reviews all felony and misdemeanor arrest matters within statutory periods to determine whether charges should be filed, and if so, at what level. Reviews requests for arrest warrants and prepares arrest warrants in appropriate cases. Prepares search warrants and assists law enforcement in development suspect cases.	7	\$715,955	7	\$715,955
TOTAL		41	\$3,698,462	41	\$3,698,462

Performance Measures and Objectives by Sub-program

Department: District Attorney
 Program: Preliminary Hearing Unit
 Misdemeanor Division
 Rebooking Unit

<u>Programs:</u>	<u>Objectives/Performance Measures:</u>	<u>Actual</u> <u>FY 1993-94</u>	<u>Revised</u> <u>FY 1994-95</u>	<u>Proposed</u> <u>FY 1995-96</u>
Preliminary Hearing Unit	Court appearances	29,516	28,581	28,900
	Arraignments	8,412	7,936	8,100
	Felony guilty pleas	3,720	2,818	2,950
	Holdings	2,385	1,916	2,000
	Drug diversion	722	581	590
	Bench warrants (backlog)	2,075	2,180	2,160
Misdemeanor Division	Misdemeanor arrests reviewed	37,585	32,500	35,750
	Misdemeanor police reports reviewed	24,300	25,350	27,885
	Misdemeanor cases filed	13,767	10,901	11,991
	Misdemeanor trials (set and prepared)	2,229	2,011	2,212
	Misdemeanor trials (to verdict)	133	149	164
	Appeals	53	40	44
	Motions	2,450	2,135	2,349
Rebooking Unit	Weekend rebookings	1,950	1,828	2,028
	Felony reviews	20,633	20,317	22,300
	Felony filings	11,828	11,296	12,396

Alternative Methods of Performing the Mission: Effectiveness and Efficiency Impacts

Department: District Attorney
Program: Preliminary Hearing Unit

Current Method

Cost

With some exceptions (e.g., homicides, gangs and domestic violence) felony arraignments and preliminary hearings, which are processed in Municipal Court, are handled by the specialized Preliminary Hearing Unit.

\$1,504,741

Alternative Method

Costs

1st Year

Outyears

Strictly vertical handling of felonies (one assistant district attorney handles case from arraignment through all phases in Municipal Court to final outcome in Superior Court).

Undetermined

Undetermined

Selected Method with Rationale:

Preliminary hearing unit - Municipal Court work handled by the Preliminary Hearing Assistant Deputy Attorney
- once case held to answer or guilty plea taken, case goes to Superior Court Assistant Deputy Attorney to handle.

Rationale - More Assistant Deputy Attorneys would be needed to handle cases vertically.

**Alternative Methods of Performing the Mission:
Effectiveness and Efficiency Impacts**

Department: District Attorney
Program: Misdemeanor Division

Current Method

Cost

In-house processing of misdemeanor cases by the 18 staff member Misdemeanor Division

\$1,477,766

Alternative Method

Costs

1st Year

Outyears

There are no alternative methods to effectively prosecute misdemeanor crimes committed in the City & County of San Francisco. There are certain programs in place which are supervised by the District Attorney's Office and handle certain non-violent first-time offender cases - California Community Dispute, the Check Fraud Program (begun 16 months ago) and the S. F. First Time Offender Prostitution Program (begun March, 1995). All are alternative programs which have been developed with the cooperation of or solely by the District Attorney and which utilize the resources of the District Attorney's Office for referral and supervision.

N/A

N/A

Selected Method with Rationale:

Current Method

Alternative Methods of Performing the Mission: Effectiveness and Efficiency Impacts

Department: District Attorney
Program: Rebooking Unit

Current Method

A specialized unit, the Rebooking Unit, with the exception of units (e.g., Homicide, Gang Violence, and Sexual Assault) perform the function of filing charges for the District Attorney's Office. The Rebooking Unit also reviews requests for arrest warrants and prepares arrest warrants in appropriate cases.

Cost

\$715,995

Alternative Method

Create additional vertical teams to file and prosecute all felony cases. Such an approach allows attorneys to receive cases earlier, work directly with the case investigator from the earliest opportunity, and allows victims to work with a single attorney throughout the case. This approach is also more labor intensive for attorney staff than non-vertical prosecution and may result in delays and additional costs for agencies which may have to locate or wait for an attorney to complete court assignments before she/he can handle a rebooking.

Costs

1st Year

Outyears

Undetermined Undetermined

Expanded use of Penal Code Section 849b procedures by law enforcement.

Increased use of direct filing at California Department of Corrections.

Misdemeanor Motion-to-Revoke program.

File multiple (previously discharged) similar offenses on one complaint.

Selected Method with Rationale:

The District Attorney is currently reviewing the feasibility and desirability of implementing vertical prosecutions of most or all felony cases.

Impact of Funding Adjustments and Recommendations

Department: District Attorney

Program: Preliminary Hearing Unit

Impact of Funding Adjustments:

1994-95 Funding Level: \$1,504,741

% 1994-95 \$ Amount Impact

80%	\$1,203,793 (\$300,948)	Funding at this level would result in a reduction of courtroom staff attorneys from 14 (fourteen) to 11 (eleven) with a concurrent reduction in felony cases currently prosecuted annually by this office. However, the District Attorney of San Francisco is a California State official mandated under the California State Constitution to prosecute these cases. Any diminution of his ability to prosecute cases because of fiscal cuts would therefore result in misdemeanor cases not being prosecuted.
95%	\$1,429,504 (\$75,237)	Funding at this level would result in a reduction of courtroom staff attorneys from 14 (fourteen) to 13 (thirteen) with a concurrent reduction in felony cases currently prosecuted annually by this office. However, the District Attorney of San Francisco is a California State official mandated under the California State Constitution to prosecute these cases. Any diminution of his ability to prosecute cases because of fiscal cuts would therefore result in misdemeanor cases not being prosecuted.

Impact of Funding Adjustments and Recommendations

Department: District Attorney
Program: Misdemeanor Division

Impact of Funding Adjustments:

1994-95 Funding Level: \$1,477,766

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
------------------	------------------	---------------

80%	\$1,182,213 (\$295,553)	Funding at this level would result in a reduction of courtroom staff attorneys from 13 (thirteen) to 10 (ten) with a concurrent reduction in prosecution of approximately 1,350 misdemeanor cases including petty theft, possession of drugs, prostitution, some assaults, and some weapons cases.
-----	----------------------------	--

95%	\$1,403,878 (\$73,888)	Funding at this level would result in a reduction of courtroom staff attorneys from 13 (thirteen) to 12 (twelve) with a concurrent reduction in prosecution of approximately 450 misdemeanor cases including petty theft, possession of drugs, prostitution, some assaults, and some weapons cases.
-----	---------------------------	---

Impact of Funding Adjustments and Recommendations

Department: District Attorney

Program: Rebooking Unit

Impact of Funding Adjustments:

1994-95 Funding Level: \$715,955

<u>% 1994-95</u>	<u>\$ Amount</u>	<u>Impact</u>
------------------	------------------	---------------

80%	\$572,764 (\$143,191)	Funding at this level would result in a reduction of one FTE attorney (one-third of expedited staff). This would impact by increasing the number of prisoners held prebooking and potentially impact jail overcrowding.
-----	--------------------------	---

95%	\$680,157 (\$35,798)	Analysis to this degree would require more staff time on the part of the District Attorney's Office and more detailed analysis than now exists or can be done, and the impact, in reality, may be incapable of being quantified.
-----	-------------------------	--

Fiscal Year 1995-96 Recommendations

Department: District Attorney

Program: Criminal and Civil Prosecution

Recommended 1995-96 Funding Levels:

	Department	Mayor's Office	Budget Analyst
	\$11,168,274		\$10,256,361

Explanation of Differences:

No.	Classification	Title		Savings		Other	Total
				Salaries	MFB		
			Delete				
6	8182	Head Attorney		\$633,288	\$112,725	\$0	\$746,013
			Add				
6	8174	Attorney		344,364	61,297	0	<u>405,352</u>
Net Savings							\$340,352
			Delete				
14	8180	Principal Attorney		\$1,373,904	\$244,555	\$0	\$1,618,459
			Add				
6	8174	Attorney		344,364	61,297	0	405,661
8	8176	Trial Attorney		544,344	96,893	0	<u>641,237</u>
Net Savings							\$571,561
Total Savings							\$911,913
<p>The Budget Analyst believes that the District Attorney's Office is staffed with an excessive number of higher-level attorneys (See Attachment I, Criminal Justice Attorneys). Such a staffing practice inhibits promotions and adds to costs. We believe that the substitutions shown above would correct the existing condition.</p>							

Fiscal Year 1995-96 Recommendations

Department: District Attorney

Program: Felony Prosecution

Recommended 1995-96 Funding Levels:

Department	Mayor's Office	Budget Analyst
\$11,168,274		\$10,975,530

Explanation of Differences:

No.	Classification	Title	Salaries	MFB	Savings	Other	Total
1	8181	Ass't. Chief Attorney I	\$110,821	\$19,726		\$0	\$130,547
To eliminate one Ass't. Chief Attorney I position not essential to the functioning of the District Attorney's Office.							
1	8146	District Attorney's Investigator	52,799	9,398		0	<u>62,197</u>
To eliminate for the second consecutive year a District Attorney's Investigator position that is serving a media function.							
Total Savings							\$192,744

Fiscal Year 1995-96 Recommendations

Department: District Attorney

Program: Preliminary Hearing Unit

Recommended 1995-96 Funding Levels:

	<u>Department</u>	<u>Mayor's Office</u>	<u>Budget Analyst</u>
	\$1,206,213		\$1,030,963

Explanation of Differences:

<u>No.</u>	<u>Classification</u>	<u>Title</u>	<u>Salaries</u>	<u>MFB</u>	<u>Savings</u>	<u>Other</u>	<u>Total</u>
1	8178	Senior Attorney	\$80,727	\$14,369		\$0	\$95,096
1	8176	Trial Attorney	68,043	12,111		0	<u>80,154</u>
Total Savings							\$175,250
<p>To reduce the Preliminary Hearing Unit by two Assistant District Attorneys. The Preliminary Hearing Unit would retain one Head Attorney, one Senior Attorney in each Preliminary Hearing Department, two Trial Attorneys in each Preliminary Hearing Department, and one District Attorney's Investigator, which, in the opinion of the Budget Analyst, are sufficient resources to perform the function. See Attachment II for workload and related statistics.</p>							

Fiscal Year 1995-96 Recommendations

Department: District Attorney

Program: Misdemeanor Division

Recommended 1995-96 Funding Levels:

	Department	Mayor's Office	Budget Analyst
	\$1,206,213		\$1,045,904

Explanation of Differences:

No.	Classification	Title	Salaries	Savings		Total
				MFB	Other	
2	8176	Trial Attorney	\$136,086	\$24,223	\$0	\$160,309
<p>To reduce the Misdemeanor Division by two Assistant District Attorneys. The Misdemeanor Division would retain one Head Attorney, one Senior Attorney, two Attorneys in each Misdemeanor Department, two swing attorneys, and two District Attorney Investigators, which, in the opinion of the Budget Analyst, are sufficient resources to perform the function. See Attachment II for workload and related statistics.</p>						

Fiscal Year 1995-96 Recommendations

Department: District Attorney

Program: Rebooking Unit

Recommended 1995-96 Funding Levels:

<u>Department</u>	<u>Mayor's Office</u>	<u>Budget Analyst</u>
\$715,955		\$715,955 (Reserve the amount of \$182,681)

Explanation of Differences:

The Rebooking Unit is currently augmented with additional attorneys and support staff to perform rebookings on an expedited basis. The primary reason for expedited rebooking is to assist the City and County in complying with the Jail Overcrowding Consent Decree, with respect to County Jail No. 1.

According to the District Attorney's Office, the resources dedicated to expedited rebooking are as follows:

<u>Title</u>	<u>Classification</u>	<u>FTE</u>	<u>Salary at Top Step</u>	<u>Fringe Benefits</u>	<u>Total Salary and Fringe Benefits</u>
Principal Attorney	8180	3.00	\$98,136	\$17,468	\$346,813
Legal Secretary I	1458	1.00	\$43,900	\$7,814	\$51,714
Sr. Clerk Typist	1426	<u>1.00</u>	\$33,878	\$6,030	<u>\$39,908</u>
		5.00			\$438,435

According to Mr. Dennis Aftergut of the City Attorney's Office, beginning in July of 1995 the City and County will attempt to end the existing consent decree, which would entail a six-month demonstration period during which the City and County would have to comply with the following conditions.

1. No overcrowding in Jail No. 1.
2. No use of the Federal Court emergency authorizations to:
 - a. Release on citation those persons charged with crimes which do not conform with State statutes regarding "citing out;"
 - b. Release of prisoners upon serving 70 percent of the sentence.

The Budget Analyst recommends reserving five months of "expedited rebooking" salary and fringe benefit costs, or \$182,681, contingent upon the outcome of the City and County's efforts to be released from the consent decree, and the decision of the Board of Supervisors to continue such funding in the absence of such consent decree.

Criminal Justice Attorneys

Attachment I

Department	8174	8176	8178	8180	8181	8182	8183	8184	8186	8190	8192	8193	8196	8197	8198	Totals	Percent of Total
FY 1994-95																	
4 District Attorney		27	19	39	4	19	1	1							1	111	40%
Family Support Bureau		4		2												6	2%
5 Public Defender	12	18	14	14		8						1	1			68	24%
6 Sheriff	1			1												2	1%
38 Police		3														3	1%
Other Attorney Positions																88	32%
	14	52	33	56	4	27	1	1	0	0	0	1	1	0	1	279	Percent

Department	8174	8176	8178	8180	8181	8182	8183	8184	8186	8190	8192	8193	8196	8197	8198	Totals	Percent of Total
FY 1989-90																	
4 District Attorney		28	18	35	4	15	1	1							1	102	38%
Family Support Bureau		3	1	2												6	2%
5 Public Defender	9	18	13	15		9						1	1			65	24%
6 Sheriff	1			1												2	1%
38 Police	1	2														3	1%
Other Attorney Positions																91	34%
	11	51	32	53	4	24	1	1	0	0	0	1	1	0	1	269	

Attorney Positions with Salaries at Top Step

8174 - Attorney, Civil and Criminal: \$57,394

8182 - Head Attorney: \$105,548

8193 - Chief Attorney I: \$117,450

8176 - Trial Attorney: \$68,043

8181 - Ass't. Chief Attorney I: \$110,821

8196 - Public Defender: \$123,323

8178 - Senior Attorney: \$80,727

8183 - Ass't. Chief Attorney II: \$116,354

8198 - District Attorney: \$129,508

8180 - Principal Attorney: \$98,136

8184 - Chief Attorney II: \$123,323

Department	8174	8176	8178	8180	8181	8182	8183	8184	8186	8190	8192	8193	8196	8197	8198	Totals	Percent of Total
FY 1984-85																	
District Attorney		30	17	31	3	16	1	1							1	99	37%
Family Support Bureau		3	2	1												6	2%
Public Defender	9	19	15	17		7						1	1			68	26%
Sheriff	1		1													2	1%
Police	1	3														4	2%
Other Attorney Positions																86	32%
Total	11	55	35	49	3	23	1	1	0	0	0	1				265	Percent

Department	8174	8176	8178	8180	8181	8182	8183	8184	8186	8190	8192	8193	8196	8197	8198	Totals	Percent of Total
FY 1979-80																	
District Attorney		22	11	31	3	6	1	1							1	75	42%
Family Support Bureau	2		2	1												5	3%
Public Defender	3	9	11	14		6						1	1			44	24%
Sheriff																0	0%
Police	1		1													2	1%
Other Attorney Positions																54	30%
Total	6	31	25	46	3	12	1	1	0	0	0	1				180	

San Francisco Crime Stats

	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
							Reported Crimes											
FBI Crime Index	78,465	72,644	71,782	72,321	71,956	73,501	70,150	64,148	61,425	60,467	58,653	59,789	68,061	69,672	72,021	71,666	78,934	72,634
CA Crime Index	43,149	39,532	37,806	37,154	38,045	36,933	32,017	28,488	28,634	27,515	26,690	26,969	29,793	30,821	34,810	35,125	38,642	36,095
							Reported Arrests											
Adult Felony Arrests	10,013	11,345	11,577	12,130	12,372	15,300	15,002	13,419	15,980	16,930	17,071	21,631	27,211	24,538	19,659	20,902	22,901	21,988
Adult Misdemeanor Arrests	28,363	29,544	36,006	35,061	40,959	52,467	58,684	59,636	62,501	55,439	49,869	47,881	35,569	28,912	27,868	27,924	28,074	24,861
							Clearances (A crime is "cleared" for crime reporting purposes when at least one person is arrested, charged with the commission of a crime, and turned over to the court for prosecution)											
FBI Crime Index									11,904	12,659	12,263	12,062	13,051	12,363	12,225	11,923	11,128	9,961
CA Crime Index	4,527	5,723	6,808	6,286	6,225	6,146	5,766	5,453	5,769	6,278	6,009	6,040	6,207	5,929	6,041	6,086	5,750	4,930
Violent Crimes	2,386	3,053	4,041	3,906	4,100	4,073	3,975	3,794	3,795	4,093	3,789	3,735	3,453	3,453	3,711	3,697	3,549	3,053
Property Crimes	2,141	2,670	2,767	2,380	2,125	2,073	1,791	1,659	1,974	2,185	2,220	2,305	2,754	2,476	2,330	2,389	2,201	1,877
							Clearance Rates (Based on FBI Crime Index)											
San Francisco									19.4	20.9	20.9	20.2	19.2	17.7	17.0	16.6	14.1	13.7
Statewide									20.3	19.8	19.9	21.7	21.3	20.8	22.2	21.2	20.8	20.5
							Final Law Enforcement, Prosecution and Court Dispositions of Adult Felony Arrests											
Total	7,129	6,500	7,909	8,781	10,845	11,675	12,869	13,135	8,326	12,267	14,297	16,144	20,504	19,146	14,290	15,647	13,385	
Law Enforcement Releases	15	4		6		1	14	4	15	3	2	5	4	34	3	9	4	
Complaints Denied	2,235	1,585	1,846	1,870	1,691	2,187	4,339	4,967	841	3,523	5,613	6,727	10,485	9,329	5,820	7,467	4,429	
Petition to Revoke Probation														2	7	98	72	
Complaints Filed	4,879	4,911	6,063	6,905	9,154	9,487	8,516	8,164	7,470	8,741	8,682	9,412	10,015	9,811	8,460	8,073	8,952	
Misdemeanor	2,177	1,796	2,280	2,562	3,491	2,205	1,614	1,301	2,228	3,079	3,207	3,031	3,294	3,083	2,902	2,446	2,550	
Felony	2,702	3,115	3,783	4,343	5,663	7,282	6,902	6,863	5,242	5,662	5,475	6,381	6,721	6,728	5,558	5,627	6,402	
Superior Court Convicted					2,008	2,508	2,254	2,399	2,534	2,701	2,733	2,953	4,155	4,507	3,809	3,897	4,540	
Superior Court Convicted Rate					82.7	83.7	86.4	85.8	85.5	88.8	88.2	91.3	95.4	97.1	97.0	96.7	96.5	
Lower Court Convicted					2,523	2,714	2,341	2,418	1,919	2,235	2,257	2,217	3,068	3,237	2,719	2,510	2,366	
Lower Court Convicted Rate					37.5	41.8	39.6	45.1	42.6	39.2	40.4	35.9	54.2	62.6	60.0	62.1	55.7	
							Statewide Conviction Rates											
Superior Court Convicted Rate					89.3	88.6	89.5	90.9	91.9	93.3	93.6	93.9	94.6	95.2	95.0	94.4	94.7	
Lower Court Convicted Rate					68.2	70.1	69.1	69.1	69.5	69.9	69.0	67.7	66.9	68.7	68.5	71.5	72.2	

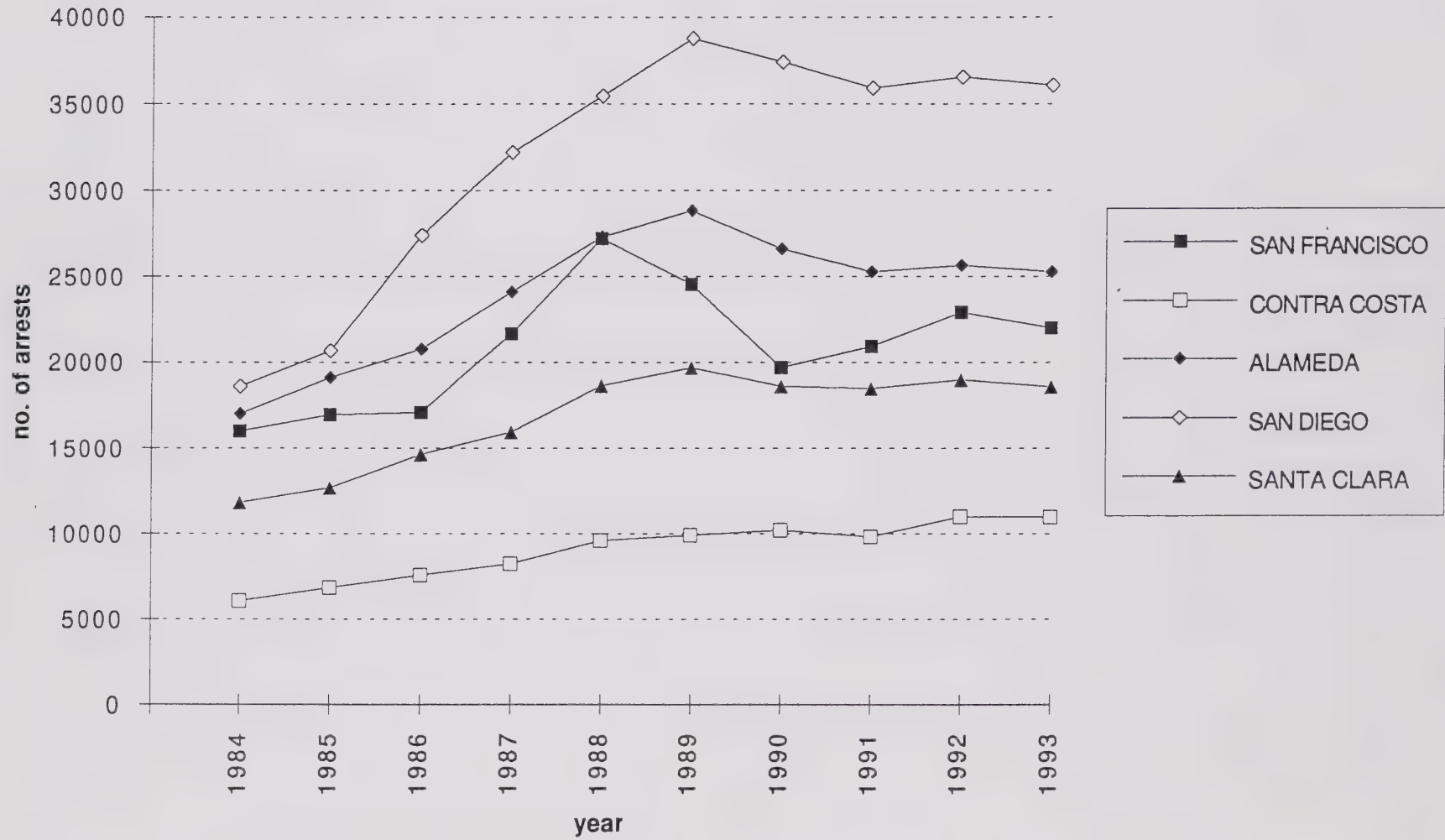
San Francisco Crime Stats

	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
						Full-Time Personnel												
						by Agency Affiliation												
						San Francisco County												
Police Department	2,119	2,196	1,906	2,121	2,275	2,337	2,691	2,809	2,954	2,938	2,712	2,735	2,541	2,515	2,307	2,344	2,285	2,238
Sworn	1,683	1,674	1,673	1,554	1,756	1,817	2,167	2,101	2,109	2,101	2,061	2,034	1,818	1,787	1,801	1,856	1,866	1,824
Civilian	436	522	233	567	519	520	524	708	845	837	651	701	723	728	506	488	419	414
Prosecution	334	334	272	270	273	288	315	327	333	333	337	339	331	305	303	275	267	298
Attorneys	75	86	81	81	81	82	84	92	96	96	100	102	101	100	100	101	99	100
Investigators	94	84	82	80	83	96	101	102	104	102	102	102	101	97	94	82	83	105
Clerical	135	125	103	109	103	104	122	126	126	127	127	127	121	100	101	85	78	84
Other	30	39	6		6	6	8	7	7	8	8	8	8	8	8	7	7	9
Public Defense	54	59	53	64	115	106	107	110	107	109	108	107	102	102	102	107	107	106
Attorneys	43	44	42	48	63	69	69	70	68	69	69	68	66	66	66	71	68	69
Investigators	4	4	4	5	6	12	11	11	11	11	11	11	12	12	12	12	12	12
Clerical	7	11	7	11	37	25	24	25	24	25	24	25	22	22	22	22	21	18
Other					9		3	4	4	4	4	3	2	2	2	2	6	7
San Francisco Ratio of Prosecuting Attorneys to Public Defense Attorneys	1.7	2.0	1.9	1.7	1.3	1.2	1.2	1.3	1.4	1.4	1.4	1.5	1.5	1.5	1.5	1.4	1.5	1.4
Statewide Ratio of Prosecuting Attorneys to Public Defense Attorneys									1.8	1.8	1.8	1.9	1.5	1.5	1.6	1.5	1.6	1.5
Adult Misdemeanor Arrests																		
Total	28,363	29,544	36,006	35,061	40,959	52,467	58,684	59,636	62,501	55,439	49,869	47,881	35,569	28,912	27,868	27,924	28,074	24,861
Marijuana									1,678	1,756	805	660	740	930	667	741	674	585
Prostitution	1,494	2,766	1,795	1,665	1,368	1,372	1,968	1,567	2,155	2,054	1,897	1,426	1,801	1,536	1,329	1,517	2,645	1,746
Drunk	12,570	11,393	15,568	16,358	12,514	15,178	18,446	16,655	15,692	14,764	13,557	14,453	3,082	2,340	2,515	2,872	1,932	1,797
DWI	3,137	2,845	1,384	2,534	2,627	3,525	3,542	3,882	4,040	4,130	3,540	3,211	2,773	2,761	3,209	2,876	2,480	1,755
Selected Traffic Violations					4,756	3,317	3,112	8,215	7,153	6,012	5,253	5,478	3,866	2,483	1,730	1,642	1,551	1,435
Total Law Enforcement Dispositions of Adult Arrests																		
Misdemeanor								59,636	62,501	55,439	49,869	47,881	35,569	28,912	27,868	27,924	28,074	24,861
To Other Agency								294	380	305	458	679	367	455	330	982	1,236	966
Released								24,467	13,091	12,788	12,628	14,505	2,942	2,459	2,286	2,668	2,201	1,852
Complaints Sought - Misdemeanor								34,875	49,030	42,346	36,783	32,697	32,260	25,998	25,252	24,274	24,637	22,043

ADULT FELONY ARRESTS - STATEWIDE



ADULT FELONY ARRESTS



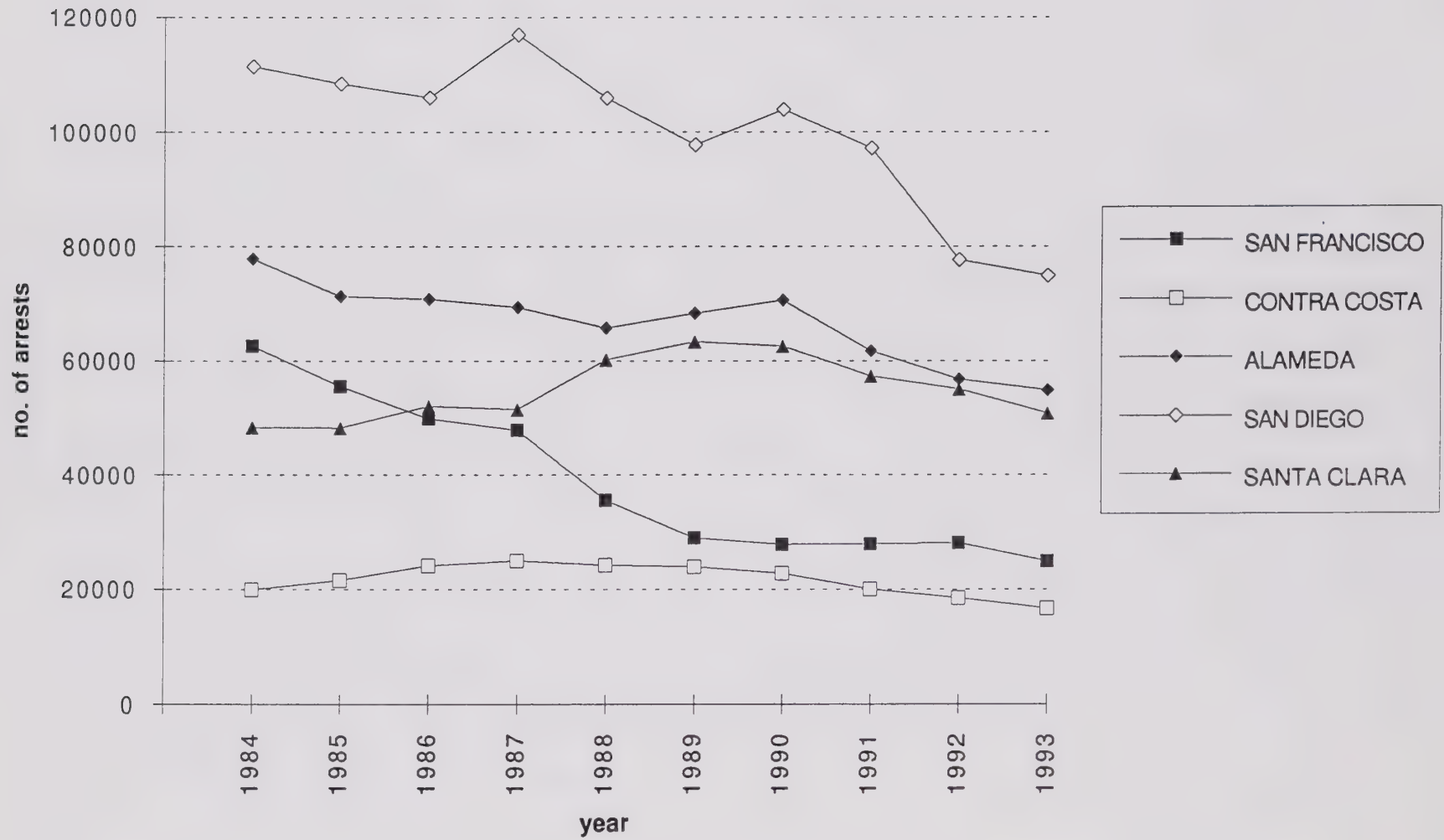
FELONY PRELIMINARY HEARINGS



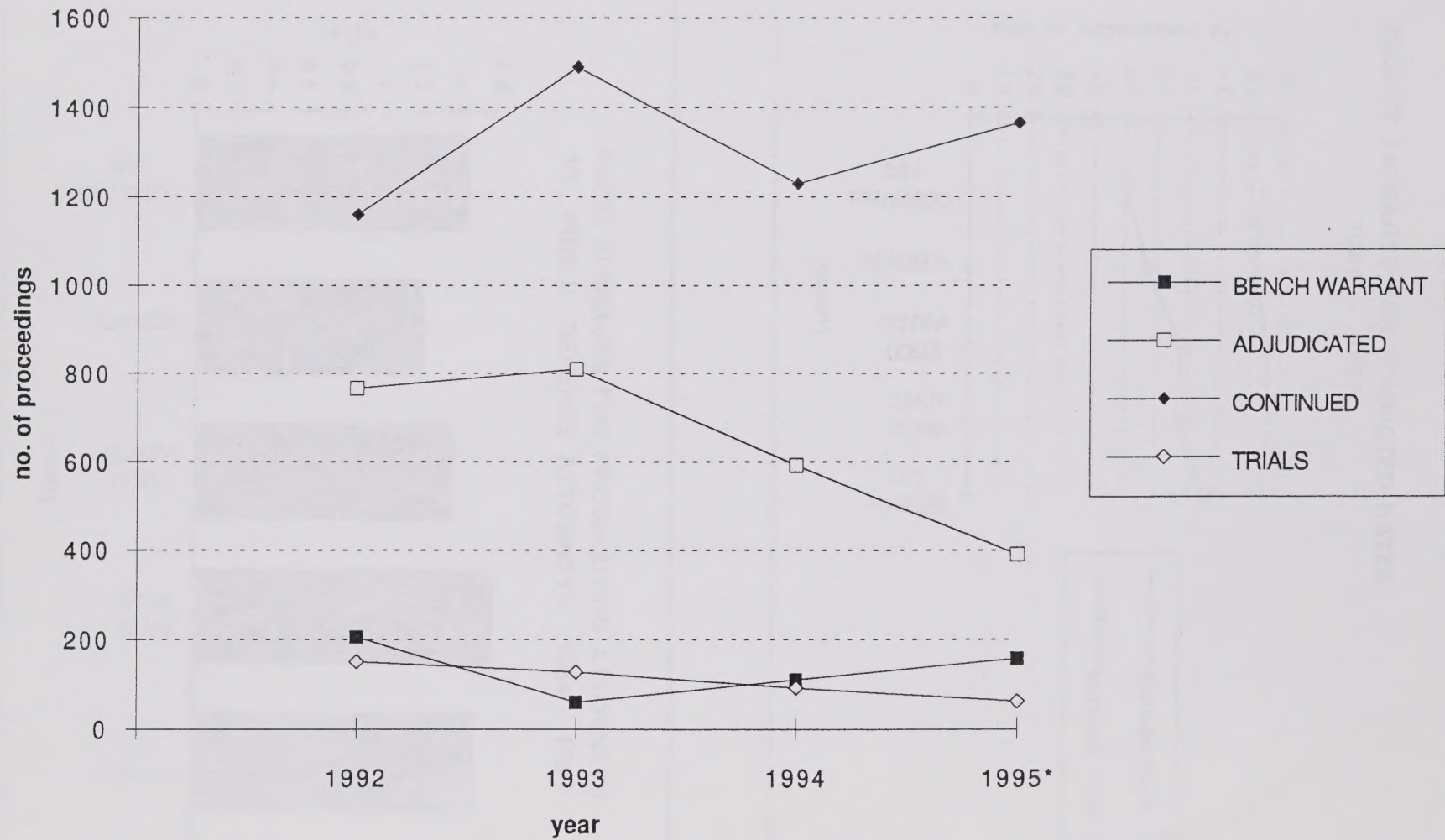
ADULT MISDEMEANOR ARRESTS - STATEWIDE



ADULT MISDEMEANOR ARRESTS



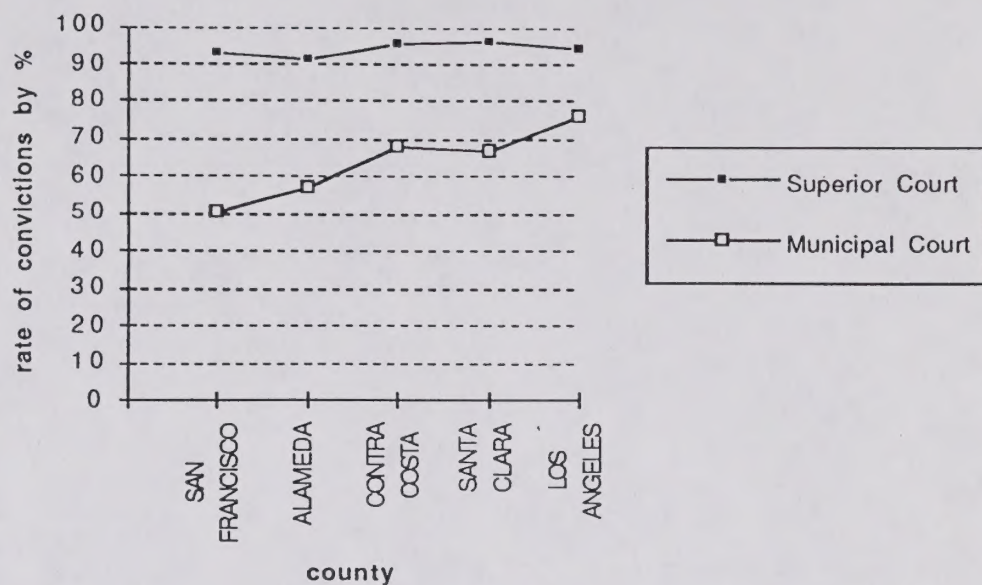
ANNUAL TOTALS - MISDEMEANOR TRIALS



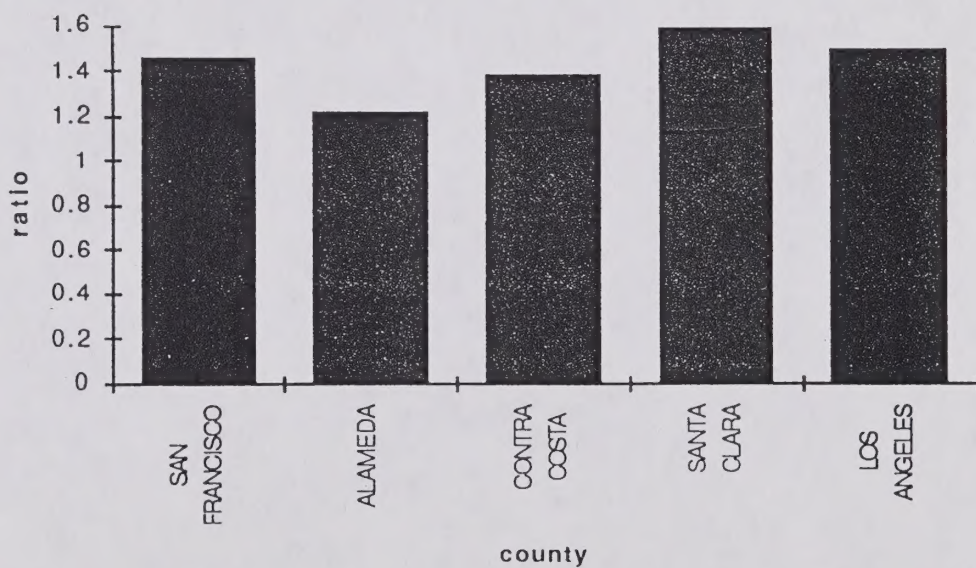
*1995 figures are extrapolated

167

COUNTY AVERAGES FOR CONVICTED RATES 1984 - 1992



RATIO AVERAGES FOR PROSECUTING ATTORNEYS VS. PUBLIC DEFENSE ATTORNEYS 1984 - 1993





C124914537

